

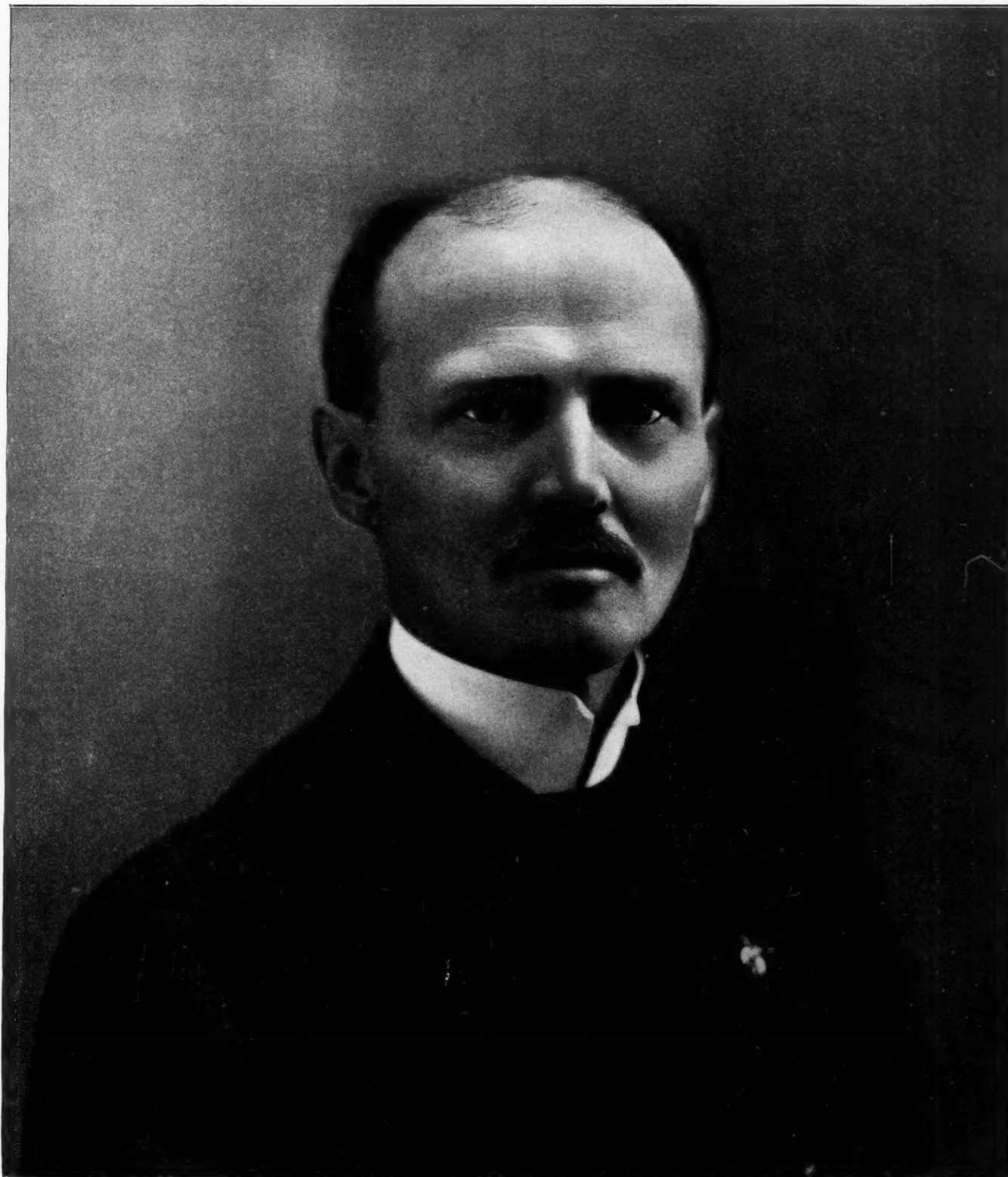
# CITY GOVERNMENT.

[Entered as Second-Class Matter at the New York, N. Y., Post Office, August 12, 1896.]

VOL. 5. No. 2.

NEW YORK, AUGUST, 1898.

\$3<sup>75</sup>/<sub>100</sub> A YEAR.



HON. SAMUEL L. BLACK,  
PRESIDENT LEAGUE OF AMERICAN MUNICIPALITIES.

### THE DETROIT CONVENTION.

PRESIDENT—SAMUEL L. BLACK, MAYOR, COLUMBUS, O.  
 VICE-PRESIDENT—WM. C. MAYBURY, MAYOR, DETROIT, MICH.  
 TREASURER—THOMAS P. TAYLOR, MAYOR, BRIDGEPORT, CT.  
 SECRETARY—B. F. GILKISON, NEW YORK CITY.  
 TRUSTEES—JOHN MAC VICAR, MAYOR, DES MOINES, IA.  
 CHARLES S. ASHLEY, MAYOR, NEW BEDFORD, MASS.  
 J. ADGER SMYTH, MAYOR, CHARLESTON, S. C.

#### FIRST DAY.

The second annual convention of the League of American Municipalities, held at Detroit, Mich., the first week in August, was a great success. The convention attracted to the city of Detroit about 1,200 people, 800 of whom were city officials. Of the seventy-two cities belonging to the League at the opening of the convention, fifty-two were represented by their mayors, council members and heads of municipal departments. Besides these fifty-two cities, there were represented in the convention over fifty cities which had not taken membership in the League. A number of these latter cities were enrolled as members of the organization during the convention and the representatives of those which were not officially enrolled assured the officers of the League that their councils would adopt the resolutions necessary to acquire membership in the immediate future.

Owing to a similarity of names, Governor Pingree and several hundred of the delegates went to the Light Guard Infantry Hall to attend the first session of the convention, when they should have gone to the Light Infantry Hall, which was the place selected for holding the meeting. President MacVicar called the convention to order in the Light Infantry Hall about 11 o'clock Monday morning, August 1, with about 300 delegates in attendance. Mayor William C. Maybury, of Detroit, was introduced and delivered the following address of welcome:

Mr. President and Gentlemen:—It is with great pleasure that I welcome you to the city of Detroit. You are assembled on a spot that seems to me particularly significant. A little less than 200 years ago, those who landed here first for the settlement of the northwest, established the first place of worship here almost on the very spot on which you are gathered. From this spot, too, went away a little while ago, some of those who first answered the call of their country, and who are now in the battle line.

Cadillac brought with him when he landed fifty civilians, fifty soldiers and one hundred Algonquin Indians. The soldiers have disappeared and the fifty civilians have increased to 350,000. The Indians have disappeared, too—that is, they seem to have disappeared. Sometimes I think they have faded away only to reappear on favorable occasions. We sometimes give exhibitions of political scalping here, that show that the Indian is still with us. My friends, I have during the past year extended a welcome to a great many different conventions, which have come here to discuss the activities of a great many walks in life, from the bankers who have come to consider grave problems in financing, to our friends the undertakers who have come to discuss the best method of laying us away when we are dead. What does it all mean? Fifty years ago, such assemblages were not possible. The man who had a secret of value wrapped up in his heart was holding that secret for himself, and would not give it to the world, but the day of reciprocity has come. We are called on to exchange ideas for the common good. Because of this interchange, we will continue to grow better. The time was and has not yet entirely disappeared, when the success of one man meant in the same degree the suffering of others. Speculative business is not the only one of which this can be said in entire truth. No problem confronts the world like the problem of the cities. Two thousand years ago the population

of the world was largely congregated into cities, as it is now, but for a different reason. Then they gathered into the city for the protection it afforded them, and for the amusements which royal rulers provided. Now concentration of population is brought about by great social, commercial, moral and religious tendencies. Berlin is growing faster than New York; London has added four-fifths to its population in the last hundred years; Paris has doubled in fifty years; Rome has increased fourfold; Odessa, ancient in origin, has increased four hundred fold; Calcutta has increased two hundred fold. So, I say, the problem of the city is the problem, not of the nation, but of the world.

I am not here to discuss the moral aspects of the problem, but to bid you welcome; but I may be permitted to say that when the material prosperity is greatest, the moral and intellectual life of the city may be permitted to die. The Grecian cities were never so much the home of art and science as when Philip of Macedon took from them their liberties. Rome was never so prosperous commercially as when she fell an easy prey to the legions with which Caesar crossed the Rubicon to grasp a crown. Most carefully must be guarded the moral and intellectual and spiritual welfare of the city. Demosthenes with all his eloquence could not save the Grecian cities. Hannibal with all his valor could not save decaying Carthage. The Saviour of mankind Himself wept over a decaying city, which he would not—with all His divine power, He could not—save from ruin.

Now a few words on this beautiful city. You are assembled in a city that is ancient, and a city which in a few years from now will be celebrating its 200th anniversary. While we are inclined not to be accused of boasting over the beauty of our city, yet we can say it is beautiful with modesty, for Nature has done so much for it, and we have done so little. The river flowed on as majestically 200 years ago as it does to-day, and will continue to bear its burden of lake commerce for centuries after the present generation of Detroiters has passed away.

In 1873 the city was burned over, but then sometimes a big fire is a great blessing, for since the fire things have changed somewhat, and now the city is laid out much like the city of Washington. You will see the word "home" written in external ornamentation on thousands of cottages, for we have here a city of homes; there is not a city that is owned by so many individuals as Detroit. Gentlemen, I welcome you to the city of Detroit.

President MacVicar responded briefly, as follows:

Mayor Maybury and Citizens of Detroit:—The welcome you have given us is an appropriate greeting from one of the most beautiful and best governed cities of America, to the League of American Municipalities. It is good for us to meet in Detroit, a city whose stalwart citizenship has given us the inspiration of a mayor whose rugged courage has grappled with the most formidable enemies of good city government, and a governor who has not faltered before still more powerful adversaries.

What you have accomplished in this city under your gallant leader, and are carrying on under his worthy successor, will stimulate us to go on with the work of this League. What you have begun you will finish. We will soon be at your side, and, if possible, pass ahead of you in honorable competition for excellence in popular self-government. We gratefully accept your generous hospitality.

At the conclusion of this response the president delivered his annual address to the League:

Gentlemen of the League of American Municipalities:—Ours is a great nation—too great to employ all its energies, even in the righteous war we are now waging. The assembling of this convention at this time, is but new evidence that Uncle Sam can at the same time cudgel his child-beating neighbor, and collar the political ruffian who is plundering his back yard. The attention of the country is necessarily somewhat engrossed by the war, and the new questions arising from it, but there should be no cessation of our efforts to do the work committed to our charge. Whether or not we add new and alien provinces to our national domains, we shall prove unequal to our destiny if



we do not solve the problem of securing good government for our municipalities.

We are here to carry forward the specified organized work begun a year ago at Columbus. Our program is not a high-sounding array of abstract questions, but a series of practical themes born out of our experiences in the various cities we represent.

Yet we should not overdo the American, or rather the Anglo-Saxon tendency to consider the problems of government in the concrete only. The questions of garbage disposal, water supply, civil service reform, saloon regulations, and other topics listed for discussion will be inadequately treated if not considered in their broader and deeper relation to the public good. We are approaching a critical period in the life of this republic. In war and in peace we must learn how American cities can be well governed. Cities have always been to the country what the flame is to the candle. In the labors and pleasures of city life have been consumed the reserve forces of human energy, heaped out of the boundless resources of rural communities. This process had gone forward for centuries when the discoveries of Columbus opened a new hemisphere and relieved the strain already serious. The world now stands where it stood before the mighty safety valve of America was opened to the Genoese navigator. The boldest spirits can find vent for their restlessness by journeying into far-off lands, but where is the widely open door which the millions may enter? Where can modern society touch a lever and relieve its pent up energies? I need not ask where, as a matter of fact, the surplus human tide is tending. It is no longer to the limitless public lands. It is to our cities.

And what has the city in store for the human moth that flutters into the blazing life? Let us face the unpleasant verities of the situation, and confess that the city of destruction is not confined entirely to the dreams of Bunyan. We talk much of the pollution brought to our shores by the immigration from foreign lands. Let us confess that the city of to-day, quite as frequently pollutes the simple-minded, thrifty and honest immigrant as it is polluted by his advent.

It is the work of the League so far as it embodies and represents the public determination to have good city government in this country, to study the questions before it in a broad way. American cities must be made wholesome in every sense of the word. They must, if such a thing be possible, be made to conserve and not consume the energies they draw from the country. They must have no slums to pollute the currents of their own lives, and the life of the nation. The garbage question, the tenement question, the water question, the franchise question, the question of parks, public baths, playgrounds, and other means and instruments of public health and recreation must be studied in their larger relation to the preservation of the life and health of our great republic.

We are at an early stage of the movement; the country has but recently awakened to the need of it. Some of the matters to which I have alluded are for future generations to adjust. At the threshold of the agitation we are most concerned with the vital issue of the sovereignty of cities. It seems necessary as a preliminary measure to eliminate from our cities the private ownership of franchises for the monopolized use of the streets. The public must own and operate all plants for the supplying of light and water. Probably it should extend its powers so as to take in street railways, heating plants, telephones and other means of intra-mural communication. At all events there must be an end to the controlling and corrupting of our city governments by those interested in the manipulation of public comfort, even if the last vestige of private ownership in them shall be uprooted.

To those good, but misguided people, who, without having perhaps devoted time to an examination of the subject, and are therefore disposed to oppose municipal ownership and control of the natural utilities represented by water, gas, street railway and electric lighting plants, I would put this pertinent question: Whence this fertile source of those corrupt influences which too often debauch city councils, and as often lead state legislatures,

and perhaps sometimes our national congress astray? Did they ever hear of a city or state tempting a public official with bribery to betray the interests he has sworn to protect? Surely not. The potent cause to which public officials sometimes yield, must be sought for elsewhere. Are not the colossal opportunities offered through the medium of exclusive privileges granted by city councils and legislatures the very foundation of this evil? I think you will agree with me that they are. Therefore if these valuable franchises, these splendid privileges were reserved to the cities, would not this source of corruption which has caused legislative bodies to become a byword among the people, cease to exist.

Such a change involves the necessity of civil service reform. I am aware that our western metropolis, at a recent political convention, declared for municipal ownership of public utilities and for the repeal of the civil service laws. To my mind, it would be suicidal to enlarge the function of municipalities without providing for the thorough application of the merit system in appointments, promotions and removals. We, who believe in municipal reform, are in the paradoxical position of proclaiming that our cities are doing badly that which they are doing, yet urging that they assume new duties. But the logic of our contention is better than it seems. Burden develops responsibility. There is a reserve of patriotism and capacity of self-government in our citizenship, to which we are not afraid to appeal. Nothing could do more to bring out the latent virtue of the indifferent citizen than freighting the ship of state, already, as he fears, overloaded, with still dearer interests. I am not afraid to startle our money-making voters by producing a situation which will alarm them into a state of perpetual political vigilance. They need not be alarmed. Arouse them to the seriousness of the prevailing conditions, and the spasmodic energy which now cleans the Augean stables of municipal corruption once in ten or fifteen years will be harnessed by unavoidable necessity and constant contact with these public servants, whose functions would be to supply them with street transportation, light and water, exert an influence that would not be satisfied excepting with the best service possible. Every citizen would be interested in securing the greatest efficiency in the public service, and in a very short time demands would be made by a quickened and enlightened popular sentiment for the enactment of a strict civil service law. So long as the corporate interests operate these public utilities for private gain, just so long will we have uncompromising opposition to civil service and good city government. Remove first the incentive to this opposition, which to my mind can be accomplished by removing our public franchises from the public mart, and a new era will dawn in which the best citizenship will be the dominant force in municipal government.

These two reforms (municipal and civil service) accomplished, there will be less to prevent the peaceful evolution of good government in municipalities. I place them first because they are logically first, and will open the way to others. But as I appealed a few moments ago against the too concrete treatment of these questions, I must warn you against being too theoretical and uncompromising in handling them. We should not insist that progress and improvement come to us in a certain order. Let us rather rejoice that the leaven of municipal reform is everywhere at work, rousing the public to a new sense of obligation of citizenship. If better city government does not come in the order we deem logical and proper, we should welcome it in all its aspects, and contribute in every possible way to the advancement of the cause.

At the second session, held Monday afternoon, there were about 500 delegates in attendance, those who had gone astray in the morning having been put on the right track. Governor Hazen S. Pingree, of Michigan, addressed the convention as follows:

Mr. Chairman, Ladies and Gentlemen:—I suppose I owe you an apology for getting astray this morning, but my time has been occupied in another direction for the last two or three months in looking after our soldiers, and I have been trying so

days—to see if I cannot find some doctors to go down to Santiago. I find it very hard work to find doctors who have been through that disease. This matter has taken up a great deal of my time. I am sure Detroit feels honored by your presence; I feel you are right in my line, which I have been working on for the last seven or eight years, and I have a few items here which may be of interest.

I feel that this is the most important convention that has ever met in this city. You have not come here as members of a class to consult as to means of personal gain, but to study the great problems of municipal affairs. The final glory of this country will be the honest and capable government of her cities. When the rivalry among them shall be for supremacy in good government, the future greatness of our nation will be assured. It depends upon our municipalities. In extending to you a welcome to this city, I feel that I am speaking to wise men, who are not too proud to learn; the moment a man ceases to be a student, he is no longer a worthy member of society. You have founded a municipal league; you have resolved to work together for the public good; you are trying to learn how to make a city clean and wholesome and beautiful and prosperous. You are welcome to Detroit because we expect to learn from you more than we can teach you. We only claim to be in the primary grade here in Detroit, that is all we claim, but while visiting other cities we have learned things, many things, and applied them to the practical government of our own city. We expect that you will leave us a few more ideas; we shall appropriate them and give you the credit.

During my public life, I have always claimed that the great body of our people are honest, and wish to see the right prevail. The enemies of good government are to be found among those who claim to be the aristocracy, but who use money and position to corrupt public servants, and to control legislative bodies.

No form of municipal government can be devised by man that will destroy human greed and cupidity. The disguises under which these enemies are hidden are so many, their power and influence are so great, that leagues must be formed to combat them, and they must be fought to the death. The particular form of a city government is not the vital question. The vital question is, how can you compel those who call themselves our best citizens to take an active part in our city affairs in some other capacity than as mere fault-finders. I shall not even refer to the questions you propose to discuss. You have among you men of thought, who have not come here simply for amusement and recreation, but who can perform the duties assigned them, and then enjoy the hospitality of a city which I trust will continue the welcome I have been called upon to extend to you; so that whatever other impression you may have of us you may at least feel that our bounty has not been withheld from the stranger within our gates.

I want to say to you, I am a firm believer in getting knowledge from other cities. I am sure we can always learn something from every city we visit. I have been a firm believer in that and have practiced it. While I was mayor of this city we got up a junket of about two carloads, among which was the board of works members, members of the fire department, the chief of police and different other members, and we took them into almost every large city in the United States, and we were gone for over two weeks, and it was done at a cost of over \$5,000. I told them the only way we would become responsible for this money was that we would go out and work hard and visit those cities, and when the city came to paying the expenses we rendered an itemized bill of what we bought, whether it was cigars or beer or what you will, we had an itemized account of it. I believe there was nothing too good for us, and I want to say right here that if there is anything that I feel proud of it is that very trip, notwithstanding the fact that some of the old fossils sued me in court for the \$5,000; but it is the only way to get practical knowledge. I am glad to meet you all here and am going to put in as much time as I can with you while you are here. I am the greatest fellow to steal ideas from other people, and that is what I am here for to-day.

Secretary B. F. Gilkison then presented his annual report, which is published in full below:

#### THE SECRETARY'S REPORT.

In submitting his annual report your secretary begs leave to state that after the adjournment of your last convention at Columbus the existence of the League of American Municipalities was merely nominal. According to the constitution adopted at Columbus the memberships in this organization are held by municipalities instead of by individuals, and action on the part of city councils is necessary to acquire membership. Therefore, your secretary undertook the duties of his office with many misgivings, it being problematical what the year would bring forth in the way of members of the organization. His efforts during this first year have been directed chiefly to securing members for the League, because, without a good number of members, the achievement of any of the objects for which the association was proposed would have been an impossibility. The first year has necessarily been one of construction.

#### MEMBERSHIP.

In the work of securing members, which has been virtually the task of organizing the League, your secretary encountered many obstacles. It is only fair to note here the fact that the formation of this great and powerful organization has been persistently and vigorously antagonized by certain corporations, who believe that their business interests will be menaced by the existence of a national association of municipalities. This antagonism showed itself first in a secret attempt on the part of one of these corporations to pack the Columbus convention and secure control of the organization. Fortunately this attempt failed utterly, but another trust corporation, through an ill-concealed agency, has kept up a systematic warfare against the organization of this League. Through falsehood and misrepresentation they may have prevented a few cities from joining the League, but, if such is the case, these cities will ultimately discover the truth and get into the fold. How well this corporation has succeeded in its attempt to kill this organization is shown by this great assemblage here to-day.

Many of the mayors and council members here to-day will bear evidence that your secretary has not lacked zeal and persistence, whatever else he may have lacked, in soliciting memberships. When he reports that his office during the past ten months has sent out about 5,000 letters on the subject of membership, some of you will wonder that the number is not 5,000,000. During the first month after the Columbus meeting only three cities joined the League, and this honorable distinction belongs in the order named to Toledo, Ohio; Fargo, N. D., and Macon, Ga. In November, with considerable effort, the League acquired seventeen new members, and during December the recruits numbered fourteen. After this start had been secured new members came in gradually until the present total membership of the League is 72 cities. The individual city officials entitled to the privileges of membership number about 3,000, and they represent, in the work of this League, a constituency of not less than 13,500,000 American citizens. The following cities have joined the League in the order named:

Toledo, Ohio.	Binghamton, N. Y.
Fargo, N. D.	Rock Island, Ill.
Macon, Ga.	Williamsport, Pa.
Marshalltown, Iowa.	New Bedford, Mass.
Wilmington, Del.	Bridgeport, Conn.
Urbana, Ohio.	Great Falls, Mont.
Atlanta, Ga.	St. Joseph, Mo.
Peoria, Ill.	Grand Rapids, Mich.
Niagara Falls, N. Y.	Mt. Vernon, N. Y.
Pana, Ill.	Des Moines, Iowa.
E. St. Louis, Ill.	Terre Haute, Ind.
Detroit, Mich.	Duluth, Minn.
Trenton, N. J.	Tiffin, Ohio.
Winona, Minn.	Perth Amboy, N. J.
Roanoke, Va.	Cheboygan, Mich.
Evansville, Ind.	Pawtucket, R. I.



Wilmington, N. C.  
Moline, Ill.  
Erie, Pa.  
Portsmouth, Va.  
Danville, Va.  
Everett, Mass.  
Hudson, N. Y.  
Ironton, Ohio.  
Spokane, Wash.  
Cumberland, Md.  
Creston, Iowa.  
Syracuse, N. Y.  
Poughkeepsie, N. Y.  
New York, N. Y.  
Louisville, Ky.  
Dubuque, Iowa.  
Birmingham, Ala.  
Columbus, Ohio.  
Lima, Ohio.  
Nashville, Tenn.

Minneapolis, Minn.  
Logansport, Ind.  
New Haven, Conn.  
Jersey City, N. J.  
Stamford, Conn.  
Providence, R. I.  
Philadelphia, Pa.  
Holyoke, Mass.  
New Orleans, La.  
Jackson, Mich.  
Denver, Col.  
Indianapolis, Ind.  
Saginaw, Mich.  
Piqua, Ohio.  
Schenectady, N. Y.  
Anniston, Ala.  
Elyria, Ohio.  
Asbury Park, N. J.  
Lincoln, N. J.  
Akron, Ohio.

## BUREAU OF INFORMATION.

One of the most important and useful features of this organization is its bureau of information, which by the constitution is placed in the charge of the secretary. It is the duty of this bureau to collect, compile and disseminate statistics, reports and all kinds of information relative to municipal affairs. The bureau is required to comply with all reasonable requests made by officials of membership cities for information, and to publish all generally interesting information gathered and compiled by it. Owing to the fact that your secretary found it necessary to devote his energies largely to the work of securing members the bureau of information has probably not received the attention it deserved. However, during the year three bulletins containing information of general interest have been published, and over 300 special inquiries have been attended to. The replies furnished to these three hundred special inquiries have given satisfaction generally, but there have been a few instances wherein the bureau has been unable to provide satisfactory answers to inquiries. In replying to these special inquiries, mayors, councilmen and heads of departments have been provided with information on the following subjects:

The inspection and sale of milk.  
Insurance on municipal buildings.  
Rules and regulations for city poor houses.  
Life of street railway franchises.  
Suitable pavements for streets with steep grades.  
Taxes imposed upon street railway companies.  
Telephone rates in cities.  
Methods of taxation for sewer construction.  
Methods and cost of street sprinkling.  
Methods and cost of street sweeping.  
Comparative qualities and prices of various pavements.  
Methods of garbage disposal.  
Incandescent oil lamps for lighting streets.  
Comparative prices of street lights.  
Care and maintenance of sewers.  
Cost and guarantee periods of asphalt streets in large cities.  
Cost of municipal lighting plants.  
Brick and asphalt pavements.  
Municipal ownership of water plants.  
Cost of operating different garbage systems.  
Pay of policemen and firemen.  
The smoke nuisance.  
Regulation of bicycles.  
Paying for pavements at street intersections.  
Suitable paving for viaducts.  
Placing electrical wires under ground.  
Cost of building, maintaining and operating a small electric light plant.  
Construction and equipment of a modern hospital.  
Assessing abutting property for street paving.

Comparative prices of gas to private consumers.  
Municipal ownership of gas plants.  
Fire hose and apparatus.  
Public bath houses, construction and management.  
Methods of surfacing old stone pavements with sheet asphalt.  
Licensing of department stores.  
Wages of brick masons on sewer work.  
Construction of poles and wires in public streets.  
Regulating time schedules of street railways.  
Telephone franchises.  
Comparative price of naphtha street lights.  
Cost of maintaining municipal engineering departments.  
The tramp problem.  
Testing gas meters.  
Ordinances to prevent sprinkling of oil on streets.  
Methods of appointment, terms of service and rules for governing policemen.  
Garbage wagons and receptacles.  
Expectorating on floors of street cars.  
Management of public parks.  
Indebtedness of cities.  
How to make grass grow in the shade.

If the secretary during his first year of service has been unable to provide full and absolutely satisfactory information on all of these subjects he feels that he is entitled to some measure of pardon. The bureau of information now has a library of several hundred municipal books, which have been secured with no little effort. These books include the municipal codes of nearly all of the cities belonging to the League. There are also in this library several hundred published reports of municipal departments. As this library enlarges and as the age of the organization increases the membership and interest, the service of the bureau of information will be made still more valuable.

## FINANCIAL.

Your secretary desires to report that the financial transactions of his office have not been carried on strictly in compliance with the provisions of the constitution, because the possibility of maintaining the efficiency of his office without directly applying the receipts to the expenses did not appear to him. In paying the expenses of his office from the funds collected by him, without passing the same through the hands of the treasurer, your secretary has committed a technical error, for which he properly apologizes. However, he desires to state his opinion that the work of his office would have been greatly retarded had the formalities of the constitution been observed. In the future, however, it will not be necessary for the secretary to violate any technicality of the constitution, because the organization is now on a firm basis and will undoubtedly have sufficient funds in the treasury to provide for the current running expenses of the secretary's office, to be paid to him in advance monthly.

The total receipts from membership dues during the past ten (10) months, were \$2,280.00. The total expenses of the secretary's office, including stenographer's salary, postage, etc., was \$1,023.59. For ten (10) months' services, the secretary has drawn salary to the amount of \$932.46. There has been remitted to the treasurer \$590.00, and the secretary has received from the treasurer \$266.05 on account of office expenses. The following will show the receipts and disbursements of the secretary's office:

## RECEIPTS.

From membership dues .....	\$2,280.00
From treasurer .....	266.05
	<hr/>
	\$2,546.05

## DISBURSEMENTS.

To office expenses .....	\$1,023.59
To secretary's salary .....	932.46
To treasurer .....	590.00
	<hr/>
	\$2,546.05

## THE FUTURE.

As in all important progressive movements, there have been many who have hesitated to join this one until its success was positively assured. There are to-day a large number of municipalities ready to join this organization as soon as they are satisfied that it is a success and a permanent growing institution. The report of the attendance at and the proceedings of this convention will satisfy the most skeptical that the League is here to stay. The progress made by the organization during its first ten months, when its greatest obstacles had to be overcome, and when the interest of the public was rightly and almost completely absorbed in the gallant achievements of the nation's army and navy, will become known throughout the land as a substantial foundation upon which to build a permanent organization of American cities for the avowed purpose of improving the conditions of our civic life. It is beyond the perspicacity of your secretary to outline the future greatness of this association, but it seems that with the foundation already laid the organization should henceforth gather into its membership every important municipality in the United States and Canada, and with this force of unity its accomplishments in the direction of better municipal government should be so great and far-reaching as to aid in the personal welfare of every man or woman who pays taxes or rent. In the light of the past ten months' experience, your secretary commends to you the bureau of information as the most important feature of your organization. A permanent and central office for the collection and distribution of information on all municipal questions is of incalculable value to every city official who desires to give his constituency the benefit of the latest and best achievements in progressive municipal administration. Now that the League has a good-sized membership, the work of the bureau of information can be done in a more thorough and satisfactory manner, and its results will be more beneficial than when the bureau had only a few cities co-operating in its work.

In closing, your secretary acknowledges indebtedness to President MacVicar and all the members of the executive committee for assistance rendered and favors granted.

The report of the treasurer, Samuel L. Black, of Columbus, was presented, showing that he had received \$590 and disbursed \$586.45.

The first topic for consideration by the convention, that of "Garbage Disposal," was then taken up. Addresses on the subject by F. A. Walker, of Trenton, N. J., and Dr. Quitman Kohnke, of New Orleans, were presented, and there was a general discussion of the subject until the conclusion of the session.

The third session of the convention was held Monday evening and was devoted almost exclusively to hearing an address by James A. Lavery, member of the council of Poughkeepsie, N. Y., and president of the Labor Federation of the State of New York, on "The Relation of Municipalities to Organized Labor." Mr. Lavery's address is quite lengthy, and will be published, in part, in the next issue of CITY GOVERNMENT. Just before the adjournment of the session, Governor Pingree was called upon and responded with one of his characteristic talks.

## SECOND DAY.

The fourth session of the convention was held Tuesday morning and was given up largely to Professor Frank Parsons, of the Boston University, who addressed the convention on the subject of "Municipal Liberty." At the conclusion of Professor Parsons' speech, Mayor W. E. Young, of Akron, Ohio, and Mayor F. V. Evans, of Birmingham, Ala., talked to the convention on the topic of "Boards, Single Headed Commissions or Council Committees."

The afternoon session of Tuesday was devoted to discussing the saloon regulations and street paving. Mayor F. B. Farnsworth, of New Haven, Conn., and Mayor

George R. Perry, of Grand Rapids, Mich., gave their ideas as to how the liquor traffic should be regulated, while Mayor R. J. Saltsman, of Erie, Pa., discussed the paving question. Following Mayor Saltsman, the floor was given to Professor Edward W. Bemis, who addressed the convention on the subject of municipal ownership, paying particular attention to lighting plants. Professor Bemis' address started a general discussion of the question of municipal ownership of electric light plants, which continued until the session adjourned.

## THIRD DAY.

Only one session was held on Wednesday and that was called to order promptly at 10 o'clock in the morning. Mayor T. S. McMurray, of Denver, addressed the convention on "Remuneration to Cities for Franchise Rights In, Over and Under Public Streets and Alleys," and Mayor James K. McGuire, of Syracuse, N. Y.; Judge George Hillyer, of Atlanta, Ga., and Mayor M. H. Levagood, of Elyria, Ohio, spoke on the subject of public water supplies.

## FOURTH DAY.

"Municipal Ownership of Public Service Industries" was the topic on the programme for Thursday morning's session and interesting addresses on the subject were delivered by Mayor Samuel M. Jones, of Toledo, Ohio; Mayor F. G. Pierce, of Marshalltown, Ia., and Mayor J. A. Johnson, of Fargo, N. D.

At the opening of the afternoon session the report of the special committee appointed to audit the books and accounts of the treasurer and the secretary of the League, was received. The committee reported that they found the books, accounts, vouchers and checks from the hands of the treasurer in first class order and condition. As to the secretary's books and accounts, the committee reported that while the books were properly kept, there were no vouchers shown to them covering the disbursements made by the secretary. The committee severely criticized the secretary for violating the provisions of the constitution by paying the expenses of his office out of the funds received by him without passing the money through the hands of the treasurer to be paid out upon the order of the president. After the committee report was read, the secretary admitted that he had not followed the provisions of the constitution in handling the funds of the League, but excused his error by stating that he considered it impossible to expedite the business of his office by observing all the formalities provided for in the constitution. After a heated debate the report of the committee was adopted.

President MacVicar retired from the chair and Vice-President Collier was called upon to preside over the convention during its closing hours, which were devoted to the election of officers for the ensuing year. The list of officers elected is published at the head of this report.

## THE ENTERTAINMENT FEATURES.

The entertainment features of the convention were arranged and carried out on a magnificent scale and every delegate in attendance will forever remember his visit to Detroit as one of the most enjoyable events in his life. Mayor Maybury and all the other city officials of Detroit were constant in their courteous attention to their visitors. During the intermission between the morning and afternoon sessions of Monday, Governor Pingree and Mayor Maybury held an informal reception in the Mayor's office, at which acquaintances were made which will always be pleasantly remembered. Between the afternoon and evening sessions and after the adjournment of the night session of the first day, Mayor Maybury and the local committees received the delegates in the capacious and magnificent parlors of the



Hotel Cadillac, where cigars and all kinds of refreshments were served.

Tuesday night the visitors were entertained at Belle Isle Park, which is truly one of the most beautiful spots in this country. On this occasion the park was illuminated by 14,000 vari-colored incandescent electric lamps, which were suspended from the trees and arranged in appropriate designs along the banks of the numerous lakes. Schremser's Fourth Infantry Band of about 100 pieces and a male double quartette furnished excellent music.

On Wednesday afternoon all of the visitors were taken aboard two fast excursion boats for a sail up the river and across Lake St. Clair to the picturesque Flats. Aboard the boats liquid and other refreshments were served lavishly and continuously.

On Thursday afternoon the entire convention was given a trolley ride about the city, visiting all the points of interest, including Waterworks Park. There were many other entertainment features during the week.

### DETROIT CONVENTION NOTES.

In the convention hall there were on exhibition a number of the excellent street lights of the Welsbach Street Lighting Company of America. With this exhibit in actual operation the representatives of the company had no difficulty in convincing the mayors and other officials of the truth of the principal points claimed for the Welsbach system, viz.: First, the equal distribution of the light over all portions of the area illuminated; second, the beautiful and attractive character of the light, being a pure white light, unaffected by change of temperature or winds or other natural disturbances; third, the absolute immunity from flickering or smoke in the lanterns; fourth, the high candle power of the light; fifth, the perfection of the service rendered, being attended to by efficient labor, the lanterns and entire equipment being kept clean and in first-class order at all times; sixth, its great economy over any other method of street illumination. The company was represented at the convention by Mr. Andrew P. Maloney, of Philadelphia, and Mr. E. H. Hoagland, of Chicago.

Henry W. Atwater and Felix L. Decarie, of Montreal, were present to exhibit the Decarie patents. A very successful exhibition test of the Decarie gully or catch-basin cleaner was given Thursday morning when the machine was put in operation on the streets around the Detroit city hall. A number of catch-basins were thoroughly cleaned with a neatness and dispatch which surprised the official on-lookers. A model of the Decarie garbage incinerator was shown in the rotunda of the Hotel Cadillac and it attracted much attention. This incinerator was thoroughly described in the April issue of this paper.

George Wilson, of the United States Voting Machine Co., exhibited one of his perfected machines in his parlor at the Hotel Cadillac. This voting machine had already been described in the columns of this paper, and the officials at the convention were anxious to see it work. Hundreds of mayors and council members visited Mr. Wilson's apartment and were shown how mechanical voting could be done accurately, safely and quickly. There is no doubt that the United States voting machine is a perfect invention. In another column of this issue will be found an interesting interview with Mr. Wilson on the subject of mechanical voting.

Mr. P. M. McLaren, representing the Atlas Cement Co., of New York, was a big man representing a big concern. Despite his similarity of form to General Shafter, Mr. McLaren hustled among the delegates in a lively manner, and succeeded in "getting there." His constant good nature and jovial disposition

made him one of the most popular men at the convention. Mr. McLaren was an interested listener at all of the sessions, as he takes a great interest in municipal affairs.

The Gamewell Fire Alarm Telegraph Co., of New York, was represented at the convention, but made no special exhibit for the reason that the city of Detroit has the Gamewell fire alarm system, with a first-class central office equipment, in use. Many of the city officials from various parts of the country visited the fire-alarm station to inspect its practical operation, and they all came away satisfied that the Gamewell system works perfectly. A large number of the delegates also inspected the Gamewell police telegraph plant in operation at Detroit and were highly pleased with it.

E. J. Little, secretary, and David Joy, director, represented the Dixon Garbage Crematory Co., of Toledo, Ohio. They had on exhibition in the convention hall large paintings and drawings, showing in detail the construction of the Dixon furnace, and Messrs. Little and Joy were kept busy explaining its virtues to the interested delegates. Fortunately, a number of cities having Dixon crematories in successful use were represented at the convention, and the delegates of these cities could not say too much in praise of the system.

The Thomson Meter Co., of Brooklyn, was represented by one of its brightest and most energetic men, Mr. H. J. Putnam. The great majority of the visiting officials were intensely interested in the use of water meters—especially after hearing the masterly address of Judge Hillyer, of Atlanta—and they were pleased to meet Mr. Putnam, whose knowledge on the subject enabled him to give out much information of interest and value. The Detroit convention did much to promote a more general use of water meters in the future, and the Thomson Company is entitled to considerable credit for having a representative on the ground at such an auspicious time.

J. Wertz attended the convention as the representative of A. P. Smith & Co., of Newark, N. J., manufacturers of water works supplies. The Newark house turns out many of the best and latest tools and devices ever invented for use in the construction and maintenance of water plants. Mr. Wertz, who is a most affable gentleman, met a great many officials who were much interested in the products of his concern, and these meetings undoubtedly proved mutually beneficial.

W. H. Anderson & Sons, of Detroit, made an interesting exhibit in their own building. It consisted of hose carriages used in connection with the flushing system of street cleaning, litter barrels and push carts for street cleaning work, asphalt cleaning shovels, sewer building tools, paving outfits, sand screens, and many other tools and appliances used in municipal work.

The Weston Electrical Instrument Co., of New York, was ably represented at the convention, and, as a result, the useful appliances manufactured by the company are better known among city officials than heretofore.

Many of the delegates visited the Detroit fire houses to inspect the Amoskeag and La France fire engines used there. These engines always stand the most careful inspection, and of course they pleased the visitors.

Isaac T. Bissell, who has an extensive acquaintance with city officials, represented the Acme Automatic Sewer Trap Co., of New York. Mr. Bissell carried with him a nickel-plated model of the Acme sewer trap, which was closely examined by hundreds of the delegates, who became convinced that it was an appliance of extraordinary merit. A number of mayors, engineers and other officials signed their names to a testimonial for the trap, which they considered of great value as a sanitary contrivance.

## PUBLIC WATER SUPPLIES.

Address by Judge George Hillyer, President Water Board, Atlanta, Ga., before the Convention of the League of American Municipalities.

Mr. President and Gentlemen of the Convention:—Before an audience like this, comprising representatives from all parts of the country, it may be useful, first, to call attention to one very marked difference by which cities and towns are confronted in the problem of water supply, dependent mainly on geological structure of the rocks and soils, from which water supplies may be gathered in the different localities.

In all limestone regions, or where the rocks and soils are of secondary or tertiary formation, the water, whether ground water or flowing in the rivers, is more or less impregnated with lime and other salts in solution, dissolved out of the rocks and carried in the water in a state of chemical union. In the Azoic region of pure red clay and granite, the natural waters are singularly free from chemical impurities. Although in a limestone region the water may be clear as crystal, and usually is so, especially that flowing from springs and found in wells, yet analysis will be apt to show 16 grains to the U. S. gallon, and upwards, of lime and other foreign matters in solution or chemical union. In the red clay and granite regions, on the other hand, although the rivers are usually red or yellowish red, apparently loaded down with silt, yet the foreign matters present in the water are there not by chemical, but merely mechanical union. The clay and other coloring matters are in and of themselves not impurities, and when by sedimentation or filtration or both combined, you extract the clay, you have practically nothing left but water.

There is a region with its narrowest angle resting on the southern border of New York, and which extends in a south-westerly direction across Pennsylvania, Maryland, the Virginias, both the Carolinas, Georgia and ending in Alabama, comprising also a portion of east Tennessee, strictly Azoic in its character. This region is widest in Virginia, the Carolinas, Georgia and Alabama. Your present speaker is more familiar with its eastern slope than the western, having tramped over hundreds of miles of it in pursuit of outdoor sports as a boy and man, and as an infantry soldier in the southern armies during the war. You may dig a well anywhere in this region, and you will go through from 15 to 50 feet of red clay and other forms of disintegrated granite, and then strike the hard and homogeneous rock, absolutely free from fossils, the thickness of which no experiment has ever shown, and through which no human works have ever penetrated.

The nearest approach to testing its thickness was in an abortive attempt some years ago to obtain water from a deep well by the city of Atlanta. The 8-inch drill passed through the clay and entered the granite at about 40 feet from the surface, and then went down 2,121 feet through the granite rock that was just as hard and apparently unchanged, and with as little hope of change at the bottom as it was at the top. There were two slight crevices through which water came in at varying depths, but for some 1,200 feet of the distance the drill operated in an absolutely dry hole, into which water entered no more than into a glass jar. This is probably the geological formation of all the vast region to which I have alluded.

It is a gigantic paradox in the spread of modern intelligence, that while they know nearly everything else, yet not exactly the existence, but certainly the character of this mountainous and Piedmont region of the South seems to be almost unknown to the average Northern and English mind. Probably a very large percentage of this intelligent convention looks upon the entire South as a region of swamps and fevers, oppressed by heat and tormented by insects. Even the authorities at Washington, it would seem, according to what leaks out in the public prints, are unaware of the fact that the regiments of our heroic troops now suffering with yellow fever in Cuba, if distributed along the crest of the Blue Ridge at convenient points

between the Potomac and the Tallapoosa, whilst those who came with the fever, or with the poison in their blood, the disease would run its course, yet no new cases would occur. I was born and reared near Atlanta. I have lived in the city for more than 38 years. During various epidemics of yellow fever and of cholera, which have occurred in the tertiary regions south of us, stretching from Shreveport and Holly Springs on the west, all the way down the Mississippi; along the Gulf coast and along the Atlantic coast to Norfolk and Portsmouth during fifty years, often and often cases of yellow fever have been brought to Atlanta. The disease runs its course in the private house or hotel, wherever the patient may be, but no new case occurs. And in cholera visitations, when the disease was raging in the limestone regions of Tennessee and Alabama, at places near to us like Chattanooga and Birmingham, although Atlanta opened her gates and welcomed all refugees, cholera, like the yellow fever, has never appeared in our midst. The same is true of all cities, towns and localities of the elevated plateaus and freestone country, to which I have alluded.

The geologist would probably explain all this by saying that this granite region came up first out of the water, which once enveloped the entire globe, and there never was a time after the earth became cool enough to support either animal or vegetable life that this region was covered with water. And it is doubtless true that, for millions and millions of years, these Southern mountains and elevated regions, the highest anywhere east of the Rockies, were dry land, when the waters of the ocean rolled freely all over the Mississippi and Ohio valleys and out into the Atlantic through the Gulf of St. Lawrence.

The pregnant fact is, which I boldly affirm and challenge proof to the contrary, that in this favored region no case of either cholera or yellow fever, and no epidemic of either scarlatina or diphtheria has ever occurred.

Now I frankly confess that I have had no experience with problems of water supply, sedimentation and filtration, other than in this Azoic region, and it may be true that the good results we have obtained in my own city and others contiguous, would not follow with the same appliances in a limestone region. But I do know that whenever and wherever the turbid waters of the rivers of the red clay and granite or freestone region I have described, are gathered in an impounding reservoir of sufficient size to afford time and opportunity for sedimentation; with a good mechanical filter plant, and clear water basic, interposed between the impounding reservoir and the pumps, by which the water is carried into the town or city, that the best results have followed.

With our appliances, which I will presently explain, the red water of the Chattahoochee is made clean and clear as crystal, when delivered to our people in the city, and its excellent quality after manipulation is shown by analyses constantly made under the direction of the board of health, an authority wholly distinct and independent of our water department, to be on an average as follows, taking last year (1897) as a specimen:

AVERAGE OF 45 ANALYSES CITY WATER DURING 1897.

	Parts per Free Ammonia.	Million Albumoid Ammonia.	Grains per Gallon. Chlorine.	Equal Sodium Chloride.	Total Solids.
Maximum.....	0.05	0.071	0.60	0.98	3.58
Minimum.....	0.03	0.05	0.22	0.52	2.10
Average.....	0.042	0.055	0.43	0.70	2.61

The Chattahoochee river is seven miles from the city, and Atlanta being on the high ridge dividing the waters of the Gulf from those of the Atlantic, the water has to be lifted 500 feet. We have two pumping stations, the office of one of which at the river bank is to lift the water from the river into an impounding reservoir, approximately of 23 acres at the surface, and 45 feet deep. The pumps at the river have a capacity of 20,000,000 gallons daily. This impounding reservoir holds 30 days' supply, or 185,000,000 gallons. Whenever the river gets specially muddy, we stop the pumps at the river station; the city being supplied in the meantime out of the very large reserve, accumulated in the reservoir. Then as soon as the river is again in fair condition, the pumps are started and produce a flow into the im-



pounding reservoir four times as rapid as the consumption. The reservoir is rapidly filled again with the better class of water, and kept full until by recurring rains it again becomes too muddy, when the same process is repeated. I regard an ample settling reservoir, holding from 20 to 40 days' supply, as essential to every filter system. Its office is to prepare the river water beforehand, and to make the work of the filters easier and cheaper, by requiring less alum, and they have to be washed less frequently. There is no necessity to cover the reservoir, as the coloring matter excludes the light and prevents algae or other hurtful growths.

At the margin of our impounding reservoir, and between it and the city, are located the filter plant, the clear water basin and the pumps of the second station. The filters are those of the Hyatt patent. The clear water basin holds one million gallons, and being emptied four or five times daily, we have never been troubled with algae or any noxious growths.

The pumps, being two at the river Station Number 1, and two at Station Number 2, are of the Gaskill-Holly make. There is a duplicate line of 30 inch cast iron mains leading into the city by different routes, so that in case of a break in one of them, the city is fully protected through the other. The water is carried in a 30 inch by-pass running around the reservoir and wholly independent of it, through which we could pump directly from the river into the filter house; and whilst this latter arrangement would not be desirable as a permanent one, yet we could get along with it very well temporarily in an emergency. In fact, the policy of having everything duplicated has been pursued throughout. At both pumping stations, the batteries of boilers are such that one-half is more than enough to do the work. At both pumping stations, either engine is able to supply the demand, whilst the other is held in reserve or may be undergoing repairs. The filter plant is nearly or quite double in capacity the current demand. Nothing is made to work too fast or under a strain. The waste of sand or coke in the filters hardly amounts to one-half their contents in a year. The boilers scarcely show any wear at all. The engines with their admirable structure and slow moving parts, with appliances for taking up wear and for renewing in places of greatest friction, there would seem to be no reason why they should not last for hundreds of years.

#### THE USE OF METERS.

We could not have accomplished these results without the use of meters. No man may with propriety praise himself, but all men are commended where they justly praise their own city or community. The city of Atlanta was, among the larger cities, the first to adopt a universal meter system, and a system of filtration for the entire supply.

It so happens that I was mayor of the city of Atlanta when both of these steps were taken, and I am in position to bear witness with much confidence on the subject.

Many years ago the city located her water works on a smaller stream, which took its rise south of the city and not far from it. Soon the water shed of that stream was to such an extent built and settled up, and its waters became so impaired, as that the city had to seek a new location. The capacity of the old engines at that point was one of 2,000,000 gallons and the other of 4,000,000 gallons, 6,000,000 gallons in all. Before the universal meter system was adopted, although there were then only a little over 1,500 consumers or taps, the waste of water was so great as that both of these engines had to be kept running all day every day to their utmost capacity, and repairs upon them were almost impossible. Even under that extra strain the pressure ran down to such an extent that the fire department could scarcely throw water from a street hydrant higher than a second-story of any building, and in many buildings on the higher levels of the city the upper stories were without water.

Comparing the expense for fuel during the two years next before the adoption with the two years next after the adoption of meters, so as to make proper allowances for some accumu-

lated supply on hand during those months when the meters were being put in, we have the following remarkable result:

Cost of fuel for the year 1884.....	\$9,025.58	
Cost of fuel for the year 1885.....	10,560.61	\$19,586.19
Cost of fuel for the year 1886.....	\$2,482.82	
Cost of fuel for the year 1887.....	4,652.81	7,135.63
Difference of.....		\$12,450.56

It was during the latter half of 1885 that the meters were put in. If you will make the calculation, you will perceive that here was an immediate saving consequent upon and directly attributable to the putting on of meters amounting to 63.56 per cent. in fuel.

If you compare the year 1886—the first year under which we operated with the universal meters—with 1885—the last year without them—the saving in fuel was \$8,097.79, in a total of \$10,580.61; or 73.48 per cent. of fuel expense saved the first year. As intimated, however, above, there was some coal on hand at the time the meters were put in, and therefore I have thought it nearer the true result to compare the last two years without meters and the first two years' experience with them, and the result is as above given; and I do this with the more confidence because probably during the last two months of 1885 we operated with everything metered; but I give the benefits of results as if without meters; and thus I am warranted in saying that by our experience the universal meter system produced the actual result of saving of certainly not less, but somewhat more, than 63.58 per cent. in fuel, and subsequent experience has shown every year the like satisfactory results.

There never was a better illustration of the duty so constantly pressing upon municipal authorities to save and protect the unthinking public against themselves and against the consequences of their own want of knowledge and mistakes, as in this instance. The reform was met by a storm of protests, and so great was the opposition, that nearly 400 consumers ordered the water cut off and they returned to the use of natural wells in their yards. Soon, however, finding that the pressure and service was so greatly improved and the rates with meters really less than they were without, they all came trooping back, admitting their error, and full of thanks and praises. And well they might.

I mentioned above how very unsatisfactory the pressure in the mains had previously been. Such a thing as fighting fire from the hydrants effectively was almost unknown. The few fire engines the city possessed had to take the water by suction from the hydrants and give it a pressure to reach the upper stories or roof of a building, and this, although we had been pumping 6,000,000 gallons or more with the machinery then in use. It must have been more than 6,000,000 gallons, because, though the engines were rated for a maximum revolution of 40 per minute, under stress and in emergencies, they were frequently run up as high as 60 revolutions per minute. But when meters were put in, the daily pumpage immediately fell to 1,250,000 gallons, and the pressure rose to such an extent that we could throw ten or more streams from the street hydrants over the tallest buildings without using the fire engines at all. Without meters, the ordinary pressure was 20 pounds to the inch or below. With meters it constantly averaged 60 pounds or more. In time of fire it easily goes to 80 pounds or more at the hydrant. And so greatly has waste been restrained, that in scarcely one instance out of hundreds, does the fire department use their engines in fighting a fire. The engines go to a fire, but simply as a reserve, and they fight the fire from the hydrants.

It was the adoption of meters that made it possible to filter the total supply. The erection of our first filter plant at the old pumping station followed immediately upon the adoption of meters, and from then until now, during a period of twelve years, both at the old pumping station south of the city and at the new station or present source of supply on the Chattahoochee river, these co-ordinate functions, namely, meters and filtration, have been operated with some growing improvement as time and experience enabled us to better and to cheapen our

methods and results; but always and universally during the twelve years with approval and endorsement by every succeeding administration, and by all of the intelligent public. It was a fight, and a sharp one at first, when we put in the meters and filters. Such, however, has been the effect of experience and education, with demonstration of success, that now I make bold to say it would not be merely a fight, but a revolution if we attempted to abolish meters and filters.

The temptation to waste water where there is no count kept of it, and where the users pay nothing for it, is illustrated in a most striking degree by a fact to which I will call attention. You must remember that in our Azoic region, the ground waters in their natural state are very pure. Atlanta is a new city, and in all the suburbs where the house and yard have not been used for longer than, say, fifteen or twenty years, the natural well in the yard in all instances contains very clear, bright, cool and pleasant water, and people are apt to cling to their wells as long as they can. But in the face of this temptation, the admirable and undoubtedly healthy city water has so far gained in public favor as that our consumption has now grown to a little over 7,500 consumers at the present time. Now, we have at the pumping station on each engine, the most improved pattern of counters, by which is kept an accurate account of water pumped into the city, and I have, during the past months of the present year, had our secretary to carefully compile and add up the number of gallons of water entered on the meter accounts, and for which the city gets pay. I give you here this table:

REPORT OF WATER PUMPED AND COLLECTED FOR FROM  
JANUARY 1st, 1898, to JUNE 1st, 1898

	Gallons pumped according to Engineer's Duty Report.	Gallons col- lected for.	Gallons un- collected for.	Amt. of Col- lections.	Percent of pump- age col- lected for.
January...	143,258,500	60,941,550	82,318,950	\$7,960.87	42.5
February...	131,857,600	64,874,250	66,983,350	8,324.26	49.2
March.....	187,136,000	58,552,500	98,583,500	7,752.66	37.2
April.....	160,338,500	60,064,500	100,274,000	8,132.19	37.4
May.....	162,985,900	77,461,200	85,524,700	8,587.15	47.5
Total.....	755,576,500	321,895,000	433,681,500	40,757.13	42.7
Averages..	151,115,300	64,378,800	86,736,300	8,151.42 (Col.) (Uncoll'd) 57.3	42.7

I am not aware that any table similar to this has ever been compiled. If you stop and think about it, these figures are rather startling. Seven thousand five hundred consumers metered, use say, 43 per cent. of the pumpage; less than 100 free consumers, unmetered, use and waste 57 per cent. These are not estimated, but the accurate figures taken and compiled from the counters on the engines and the meter dials, and appearing on our books, and they show you what meters will do. I have no doubt that if we had no meters our pumpage would be 15,000,000 gallons per day instead of 5,000,000; the pressure would not be half as good, and our expense account would be nearly or quite doubled.

Let us further press this point just a moment. There you have the startling result under which more than 7,500 metered and pay consumers, including all the railroad companies, factories, breweries, laundries, hotels, electric light, gas plants and all heavy consumption, making up said total of 7,500 and upwards, only consume 64,378,800 gallons per month. There are less than a hundred unmetered and free services, such as eighteen school houses, nine fire engine houses, police barracks, city hall, court houses, public charities, drinking fountains, public hydrants in the street, and the like, who consume 86,736,300 gallons monthly on an average. True, some of this is accounted for by sewer flushing, and a small fraction is used by the fire department when fighting fires, and another fraction by what is called the blowback, used by the engines during the small hours of the night when the consumption runs down to give the big engine something to do, just enough to make it turn over. But, with all these, you cannot account for the question: Where does all this unmetered free water go to? There is but one reply. IT IS WASTED.

We ought to have had meters put on these free services at the start. We have taken steps to have it done now, and we

never expect to stop until it is done. Take it in your practice as a principle that will apply anywhere and everywhere and always; because whilst water and climate and locality vary, human nature does not vary. If water is furnished free and unmeasured, whether to individuals or to public officials, servants and janitors, not merely a little, but great quantities will be wasted. I could entertain you perhaps for hours with anecdotes as to efforts of our inspectors to correct these evils, or even abate them, and how futile they have proven. There is no remedy but to put on a meter.

#### FILTERS.

The action of the infinitesimal quantity of alum we find it necessary to use in Atlanta, is rather mechanical than chemical. It merely acts as a coagulant and the follicles formed in the process, consisting of what little alum there is combined with the coloring matters, becomes untangled in the filter bed, remains there and goes out into the draught when the filter is washed, and thus it is found that in our experience the rigid and constant analyses made of the water pumped into the city almost invariably shows a total absence of alum, and never in any single instance has shown more than what chemists call a trace; as absolutely innocuous as if there were none at all.

Long experience in these matters induces the belief in my own mind, shared by all of our officials who have given the subject attention, that with our water and under our conditions, the mechanical filter is a complete success. We have one set known as the open filter; the others are closed; but all operate by gravity under 30 feet head. It is hard to tell which of the two is preferable. The closed filter makes the neater plant and is easier to operate. But one of the closed filters does as much as two of the open ones, simply because it lies down on the side, whereas, the open one stands on end. Thus the former gives nearly or quite double the filter surface.

As between mechanical filters and the open sand-beds, so much advocated in Europe, I have no hesitation in saying that the mechanical filter does the work equally well or better, is certain, safe and uniform in its operation, and being far more economical, both in original cost of plant and cost of operating, the mechanical filters are much to be preferred.

#### SOURCE OF SUPPLY.

The Chattahoochee river was, when adopted, is yet, and probably will for many years continue to be entirely satisfactory. But its waters when you take the clay out of it are not more pure than was the Schuylkill 70 years ago. Many Philadelphians now speak of the Schuylkill with a frown. Seventy years ago the watershed of the Schuylkill was approximately in its natural state, and the water flowing down to Philadelphia was clean. Now the enormous growth of that valley in mining and manufacturing interest and in population have wrought a change and marked injury to its waters as a source of supply. We cannot say with confidence that even by sedimentation and filtration the Schuylkill water of 1898 can be made as good as was Schuylkill water of 1828, and so if the development of mining for gold, silver and corundum and other mineral interests should develop in the valley of the Chattahoochee during the coming 50 years or 70 years, even approximately to the same extent as developments have occurred in the valley of the Schuylkill, the Chattahoochee would become unfit for use to the same or possibly a greater extent.

When by these processes of deterioration caused by growth of industries and population in the watershed, we were driven from our first location and were about moving to a new one, I tried to induce our authorities to purchase not merely the water right, but the entire watershed of one or more of the affluents of the Chattahoochee river, and to acquire the fee simple of the entire watershed of such stream or streams, and move the population off of it and let the ground grow up in trees and be restored to its natural state, and never allow anybody to live on it or have or use anything on it that would produce impurities; and to so regulate the area of such watershed as to afford for all time to come an abundant supply. By going a few miles up



the valley, it would have been possible to secure a sufficient drainage area to answer this purpose. A supply thus gathered could be brought down the valley in pipes and conduits and when near the city pumped up for use as at present. But the city fathers were deterred by the expense; and just so if a little more than half a century back Philadelphia had purchased two or three or half dozen of the affluents of the Schuylkill and controlled them in the same way, and brought their waters down to the city, they would have been just as good or better at this day as at the beginning, and would remain a priceless heritage to their children and children's children forever.

I instance the Schuylkill and the Chattahoochee in this connection merely for illustration. My point is that cities and towns had better own their own watershed, and the rule applies to all or nearly all. Detroit and a few other favorites of Providence may be exceptions.

This plan would doubtless make necessary an additional series of impounding reservoirs, but these when located in hilly and mountainous districts, are not too expensive for economic construction. You can always find narrow gaps along every stream where the dams can be constructed of short length and sufficient height, without too much expense and with entire safety.

#### MUNICIPAL OWNERSHIP.

The water works in Atlanta is exclusively the property of the city. The reports of the water department for the year 1897, including a thorough itemized account covering the whole period from the beginning, show that on the 31st of December, 1897, the net cost of the water works to the city was \$764,482.69. This, after charging against the water works every dollar that the city had ever put into it, either of bonds, interest on bonds and annual expenses, and allowing in favor of the water works cash income paid over to the city and value of public water service used by the city. With said amount of outlay, the city has on hand a plant which is producing an annual income in cash of more than \$90,000; total, \$180,000 annually; and the plant regarded as an asset of cash value, which at the very lowest, would sell any day for \$3,000,000, and some value as high as \$4,000,000 in actual cash.

If any one says that a city cannot operate a water plant with economy and business success, let him look at the following figures taken from our superintendent's report: Cost of delivering 1,000 gallons to consumers in the city, 5.83 cents. We have to raise the supply 502 feet perpendicular, filter it, besides overcoming the friction of seven miles distance; and therefore the cost of raising 1,000 gallons 100 feet high, is 1.16 cents; cost of filtering yearly supply, \$2,639.93; cost of filtering 1,000,000 gallons, \$1.39.3 cents.

Our meter rate is 10 cents per 1,000 gallons, delivered to consumers. This is the maximum rate. To manufacturers there is a graduated scale proportioned to the quantity used. Now when you consider the elevation of our city above the source of supply, friction to be overcome, marked turbidity of the water, and compare the results with places like New York and Syracuse, supplied by gravity, or Chicago, which only has to raise water twelve feet to reach the sidewalk, you will perceive that Atlanta rates are the lowest, even taking 100 feet elevation as the constant.

The city has made a clear profit in 21 years on this enterprise amounting to \$2,500,000 in value of the asset, which she herself owns and controls, and which yields her an annual income of \$180,000 in actual cash and actual cash value of public water service, and at the same time serves her people thus cheaply and to their satisfaction. Can any private company show results in the public good which will at all compare with these? The city furnished \$8,000 worth of water free to the recent Cotton States and International Exposition. She furnished a most abundant supply at the late Confederate Veterans' Reunion, held in her limits. She has all over the city free hydrants which she keeps in order at her own expense, where the washwomen and the poor obtain abundant supply free of cost. For these, no matter what the sentiment, or how great the necessity, if de-

pendent upon a private company, she would have received the stereotyped "We are not giving away any water." At the mercy of a private company, the cost of his supply of water to a private citizen who is on the pay list would be from two to three times what it is under ownership by the city.

The public is more and more willing to devote time to informing itself as to the facts in regard to the water supply in our community in proportion as the enterprise grows, and its utility and its profits to the public and citizens increase.

And it is my deliberate opinion that if any city owns not only its water works, but its gas and electric light plants, its telephone wires and conduits, and the tracks of its street railroads, public attention would be more and more engrossed, and the best thought of the city more and more at her service to regulate and properly manage these utilities. The citizen stimulated by his interest and guided by his intelligence, would see to it that enterprises which leave him constant dividends, were more and more managed with honesty, safety and profit to himself and his neighbors.

#### MUNICIPAL WATER WORKS.

Address by Hon. James K. McGuire, Mayor, Syracuse, N. Y., before the Convention of the League of American Municipalities.

Mr. President and Gentlemen of the Convention:—Owing to the length of the program and the many topics that are up for discussion to-day, I am quite determined to promise you I shall speak very briefly. The proposition set forth in the program for discussion, relative to water supplies, is considerably past theoretical discussion in the city whose executive I have the honor to be. I am unable to discuss the filtering proposition, because our system in Syracuse is the gravity system, therefore we know nothing of the practical operations of the filtering systems of water.

Syracuse is fifty years old this present year; we have just recently celebrated its fiftieth anniversary. Fifty years ago the population of Syracuse was about 11,500; to-day we have a population of something like 126,000 in the corporate limits, and a large number of towns within a radius of fifteen miles of Syracuse which would bring the population up to about 150,000. Like many cities in the state of New York, the water problem for many years has been the most important of our municipal problems. When the city was twelve years old a contract was given to a company known as the Syracuse Water Co. to furnish the city with water. They were given an unlimited franchise on the promise that they should supply the inhabitants of that young and growing city with the best quality of water that could be obtained, at the lowest possible cost. From 1834 to 1889 the city received its water from what was known as the gangwell system, a system of gangwells and reservoirs which brought water from the source of a creek. There was much complaint with the manufacturers over the hardness of the water. We found a great many of the manufacturing enterprises who wanted water were driven to Rochester and Buffalo on account of their superior water supply; not only that, but as the city was growing in point of population from four to five thousand inhabitants annually, we were met with the great difficulty that this private water company refused to meet the demands of the growing city. In 1889, with a population of about 90,000, only one-third of the city was supplied with water. It was the policy of the local water company to dispose of its mains only in such streets as were certain to yield a profit to the company; they always refused to take a chance on any street that the authorities thought was likely of development. They only had about four hundred hydrants in the city, and nearly two-thirds of our town was unprotected from the standpoint of fire purposes. If a house in any of seven wards in the city took fire, it was allowed to burn down, the fire department being unable to procure the necessary quantity of water to put out the fire. These abuses grew. The price for 40,000 gallons of water was \$18, and the price to

manufacturers was nearly three times the cost that prevails there to-day, and more than twice as great as the price of water furnished to manufacturers in Rochester and Buffalo, our two chief cities in the western part of New York.

In May, 1889, the mayor was authorized to appoint a commission for the purpose of investigating into the best sources of supply obtainable, and also the question of municipal ownership, which at that period was just beginning to be felt in this country. This commission was made up of three men, selected from the three leading parties of the city. They examined some fourteen sources of supply, and immediately the old water company, through the influence of certain newspapers which this corporation controlled, and with a desire to perpetuate their franchises, set to work to foment public opinion against municipal ownership. They promised to reduce their water rates to a much lower figure; they promised to give to the city an adequate supply of wholesome water, and set to work in the Albany legislature to defeat any measure in the interests of the city of Syracuse in the direction of establishing a municipal water plant. The authorities finally succeeded in having the legislature pass a bill allowing the people to vote on this proposition of municipal ownership. Those who advocated the city owning its own water works were confronted by a solid newspaper opposition, in connection with political parties wanting to have contracts for themselves. But the people were awake to municipal ownership, and by a vote of thirteen, or twelve to one, they decided in favor of municipal ownership, and Skaneateles Lake water. That lake is one of the most beautiful lakes found in the state of New York; it is said by chemists who have analyzed the water, to be the purest body of fresh water that can be found anywhere in our commonwealth. The mayor secured legislation which enabled him to appoint a second commission, and this commission was made up of three republicans and three democrats, selected from the representative business interests of the city. They were given full power to bring this water to the city, to construct and operate a water system without any interference from the mayor and council or supervisors—they were given full and absolute power. It cost about \$2,200,000 to bring the water to the city, and about \$2,000,000 more to distribute the water through the streets of the city of Syracuse. We borrowed the money at three and one-half per cent. We bought out the plant of the old water company for a sum approximating \$850,000; that practically represented the value of their franchises, the good will of their business, because the pipes were too small to be of any practical use, and were thrown out of the streets of the city.

We have enjoyed owning our own water works now for eight years, and during that period the population of Syracuse has increased from 90,000 to 126,000. We are now the fourth largest city in the state of New York. It has done more to develop and improve our manufacturing industries than any one thing I can think of in the history of our city. Our reservoir is situated about a mile and a half from the center of the city. I believe that Syracuse is the largest city in the world which receives its supply of water from the gravity system. Nature has been kind to us in placing the lake some 700 feet above the city; our local reservoir is about 400 feet above the city. So famous are our water works that the American Water Works Association, which recently held its national convention at Buffalo, visited Syracuse, 150 miles distant, by special train, and the delegates at that convention pronounced the Syracuse water works system to be not inferior to any system they had seen in the United States. I think it goes without saying that every city should own its own water works. I do not think the conclusion will be disputed, that while there may be some differences of opinion over the questions of municipal lighting, subways and tramways and street cars, that that product which is the most important of all products for the life and health of the people, this greatest of all natural monopolies, should be as free to the people of our American cities as the air we breathe. (Applause.)

Under municipal ownership we furnish 40,000 gallons of water for \$5; under municipal ownership, the prevailing rates per fam-

ily in Syracuse do not amount to more than \$5 to \$5.30 per annum, depending largely as to whether a faucet rate is charged of \$5 or the meter rate. I should say that the average cost per family is about \$5.25, although a great many families use only one faucet. I have just forgotten the rates to manufacturers, but if my memory serves me right, they are lower than in any city in the United States, excepting one. Our water department is becoming practically self-supporting. The city of Syracuse pays the water department the sum of \$60,000 per year for water supplied to the city, schools, etc. This money is used in extending the mains through streets that are not thickly populated, and streets that are awaiting development. We estimate that, at the present rate of growth, within four years the price of water in the city of Syracuse to families will not average more than \$3.75 to \$4 per year, and that the price to manufacturers will be reduced from fifteen to twenty per cent. lower than present prices.

You may be interested to some extent regarding the practical working of the day labor system as shown in the Syracuse water department. The water works of the city of Syracuse were mostly constructed by the contract system. There was no provision in the charter at the time the water works were constructed, no provision to build them by any other system than the contract system. We saw several thousands of imported laborers come to our city, a great many of them foreigners, not citizens; we saw the contractors paying wages that averaged from one dollar to a dollar and fifteen cents per day, working the men on long hours, and the people of our city began to realize that the money that was being spent to build our water works was being largely paid out to foreign laborers, who were able to live on very low wages, and who take a great share of their wages or earnings to their homes in foreign countries. It was estimated at one time that out of some 2,800 Italians and Hungarians that were employed, that nearly 1,400 of that number went back to Italy and Hungary, thus taking the fruits of their labors away from the people of Syracuse, instead of distributing their earnings in our midst. This led to a call on the water department to experiment on the day labor system. We have Mr. W. R. Hill, a practical man, at the head of our water system, he was satisfied that the day labor system was practical, and that it was really in the interests of economy to use it. So on January 1, 1896, the water board decided hereafter to extend and lay its mains under the day labor system. Mr. Hill was placed in charge of the work, laborers were paid \$1.50 a day, and it was insisted that they should be American citizens. The hours of labor were fixed at eight. (Applause.) You will see from the report of the water department there, that the practical operation of the day labor system proves that the actual cost to the taxpayer of the city of Syracuse under the day labor system, as compared with the other, is not only about 15 per cent. lower, and it brings better work. So well has this operated in this particular department that it has been received with great favor in the city of Syracuse, and there is quite a popular demand from all classes to extend its operations to other departments. I thank you for your attention.

### BIG ORDER FOR METERS.

The Pittsburg Meter Company, East Pittsburg, Pa., has closed a contract with the city of Chicago for all the water meters to be used in that city during 1898-99. The first shipment calls for 200 five-eighth inch, 200 three-quarter inch, 200 one inch, 200 one and one-half inch, 100 two inch, 100 three inch, 20 four inch and 20 six inch meters. This is the largest water meter order ever given.

### EXTRA COPIES.

Extra copies of this issue of CITY GOVERNMENT, containing a report of the Detroit Convention, should be ordered early. Price, 25 cents per copy.



## WHAT SHOULD THE CITY OWN?

Address by Hon. Samuel M. Jones, Mayor of Toledo, Ohio, Before the Convention of the League of American Municipalities.

Mr. President and Gentlemen of the Convention:—It has been popularly believed in days gone by that a serious menace to the perpetuity of our institutions was to be found in municipal ownership. I do not remember ever having heard any one specifically locate the danger; but I am well aware that I, in common with thousands of others, once accepted it as a settled conclusion that the municipality or the government, either state or national, should keep its hands off from business, business being something that only individuals or corporations had a right to engage in. If we define business to be merely making money in order to enrich an individual or a set of individuals, I think the point is well taken; such business should be the prerogative of individuals and private corporations, if of anybody. But when it comes to a question of adding to the commonwealth, then every consideration, both of selfishness and morals, will agree that it is the business of all of the people, whether represented by municipality, state, or general government.

Henry D. Lloyd says: "Our problem is a paradox; we must have pure government in order to municipalize, and we must municipalize in order to have pure government." Through the work that has been done in this very city of Detroit to control street railroad and electric lighting, thousands of dollars monthly of the people's money that was being heaped up as private wealth is now saved to the people. Selfishness has made and will continue to make every conceivable effort to keep the people from taking what belongs to them, but we are rapidly approaching a period where history, not less than theory, is coming to our aid. Public ownership is only another name for co-operation, and in Great Britain and Europe, where they are older than we, they have come to understand that the good of the individual can only be found and conserved by seeking the good of all. When Glasgow, Leeds and Plymouth adopted public ownership of the street railways, they bettered the service, reduced fares, shortened hours of labor and raised the wages of men. Every city in this or any other country that municipalizes its work of improvement, substitutes day labor for contract, gets better work, pays better wages, and usually shortens the hours of labor, not only making money, but what is infinitely of more importance, making men.

The failure of the competitive system to provide a way whereby all who are willing to work may live is now admitted by all thoughtful persons, and patriotic men and women everywhere are eagerly looking for an improved social order that, instead of destroying the many in order to build up the few, will provide a plan whereby all who are willing to work may live in a manner becoming self-respecting citizens in a republic of equals, that thus the dream of the founders of our government may be realized and we may hasten the day when we shall become what we are surely destined to be—a republic of free and happy people.

"Municipal ownership is all right with regard to water works, but not as to street railways," said a learned judge to me recently. If I were a young man that had been trained to a proper respect for the bench, I presume I would have accepted this declaration as final, because of the learning of the judge, but had this judge used his reason instead of accepting the reasoning of some hired man employed by the corporations, he would have known that the same principle applies to both classes of service, and that if it is good for the city to own its water works it is good that every utility that ministers to all of the people shall be owned in the same way.

The growth of sentiment in favor of public ownership, as seen in this convention of representative men, indicates that the mind of the people is rapidly clarifying on this question. They are beginning to see that no good reason exists why all of the people in the city shall say to a few of the people—the lighting

co., the water works co., the street railway co.—"now all of us will give you (a few of us) the right to get rich off from the rest of us." Large numbers of the people are beginning to see that the only wealth that is in any sense theirs is the commonwealth, and with instincts that are perfectly natural, they are striving to regain possessions that have passed out of their hands, usually through the practice of deception and fraud.

The only danger that I can see in the growth of sentiment in favor of collective ownership is the threatened doom of those who seek individual gain at the expense of the people. Free gifts of franchises worth millions are not as common as they once were; the people are beginning to realize that the source of their wealth is in labor—hard, sweating labor—and with this realization comes a revelation of the truth that those who do not labor do not produce wealth, all the fine spun theories about brain work and capital to the contrary notwithstanding.

They are beginning to see that so adroitly have the captains of industry managed for themselves that to-day the toilers who produce all of the wealth are not only deprived of any fair share in it, but many are denied even a place to stand on the earth. All over this broad land of unparalleled richness, men—industrious, honest, earnest men, willing workers—are compelled to tramp in enforced idleness and vainly beg not for a share in the wealth their hands have produced, but for the poor privilege to work that they may still further add to the wealth of others that they may not enjoy, and, incidentally, that they and their little ones may eat bread and not die.

One hundred and twenty-five years ago Robert Burns wrote:

"See yonder poor and luckless wight,  
So abject, mean and vile,  
Who begs a brother of the earth  
To grant him leave to toil.  
And see his lordly brother worm  
His poor petition spurn,  
Unmindful though a weeping wife  
And helpless offspring mourn."

Begging for leave to toil is not a new profession, but it is one wholly at variance with any just conception of democracy or brotherhood, and inconsistent with our claim to being a republic of equals; and nothing can be more certain that if we are ever to realize that condition of equality that the founders of our government forecast in the preamble of the declaration of independence, it must be through a realization of the perfected democracy in government, what Lincoln called "A government of the people, by the people, and for the people." *For all of the people.* Not alone for a few of us.

A man begging for leave to toil, which is, in other words, leave to live, cannot be a good citizen; it is impossible for him to have any proper feeling of love of country; patriotism, in the best sense, cannot live in the heart of such a man, for how can he love a country that does not afford him and his little ones a right to live in return for the service he stands ready to offer. Such a country is unworthy to be loved, because it is unloving.

Through public ownership the municipality, the state and the nation may find a means of expressing its love for the people, and the people—the great common people—are never wanting, never have been wanting or lacking in appreciation for any sacrifice or service that may be rendered to them. This is shown clearly in the strong love we have for such services as now are administered by our municipalities and our state and national government. Detroit is justly proud of her water works, her public lighting plant, her beautiful Belle Isle and her playgrounds for the children. The state points with just pride to the paternal care exercised over the dependent classes—the aged, the infirm, the blind, the deaf, the insane, and afflicted of every class. We have a conscious and just pride in the social service administered by the general government in the postoffice department, despite our grief that because of the fact that the railroads charge the general government eight cents a pound for carrying the mails when they perform a similar service for the express companies for about one-seventh of the price, and thus saddle the deficit on the government annually, that the people must pay to enrich private corporations.

The question that is rapidly forging to the front to-day in this country is, shall the municipality own or shall it be owned? Shall the general government own the telegraph and railroads, or shall these corporations own the general government? The danger that confronts us and threatens the perpetuity of our institutions is not from the classes popularly known as law-breakers, but is found in the lawlessness of capital and anarchy of corporations, and the question to which the American people will, before long, give an emphatic affirmative answer is this, can capital be made subject to law? I am not talking to school boys and school girls, I am not striving to excite the mob or "stir up the poor against the rich," as it is often so glibly and falsely charged, but you, Mr. Chairman, and gentlemen of the convention, who in your daily experience come in contact with the machinations of unprincipled men with money who are inspired with no other thought than that of getting more money, are thoroughly familiar with the dangers that I am pointing out. We have had a striking example of the lawlessness of capital in the experience of the government in attempting to tax corporations to raise revenue for the war. The government says, "We will tax the telegraph companies so much for each message sent." It would have been easy enough for the framers of that law, if they desired to tax the individual direct, to say that each person sending a message should pay so much, but they had no such purpose. Their purpose was to tax the telegraph companies, as they plainly stated. The same thing was true of the express companies, and stated in as plain language as can be chosen, but what do these anarchists and law-breakers do? The government says "We will tax the telegraph companies," but "No you don't" says the telegraph company, "We will tax the people," and immediately an order is issued that every patron of that company shall contribute his mite to relieve the corporation of a share of the burden that the government sought to impose upon it. Identically the same thing is true of the express companies; and as these corporations have appealed to the courts to aid them in mending the law the people can only stand and await the result.

But the greatest good that we are to find through municipal ownership will be found in the improved quality of our citizenship. Not, however, because, as is popularly proclaimed, a man's value to the state is measured by his property possession, but because of the family feeling and truly patriotic sentiment, the love of country, which is love of our fellowmen, that will be awakened in the man's breast by the contemplation of the fact that he is a member of a family who own their own streets, who own their own bridges, who own their own water works, who own their own electric lighting plant, who own their own telephone and express and messenger service; a member of a family who own and do everything for the family that can, by any possibility, be better done by collective than by private effort. And whenever the feeling is once awakened that this is our city, this is our country, then a man becomes in the best sense of the word a citizen who loves his country. This feeling will be wonderfully enhanced as the city goes forward in the work of municipal ownership. The people will learn that they can serve themselves better without profit than a private corporation can serve them with profit as an incentive for their effort.

In the parks and public playgrounds in Glasgow I saw neat porcelain signs with this inscription, "Citizens, Protect Your Property," and when my eyes first fell upon that inscription I confess to such a feeling of delight as I never before experienced through merely looking at a dumb sign board. It was in such striking contrast to the boss idea expressed in the order, "Keep Off the Grass," a thing that never should be used except by the man who hangs up on his premises that other iniquity, "Beware of the Dog." The policeman's "Move on" is another atrocity I would like to see linked to the two I have just mentioned, and the hideous trio consigned to eternal oblivion.

Glasgow leads the cities of Great Britain and the world in ministering to the social needs of her people through the medium of collective ownership. Glasgow owns not only the water works, lighting plant, street railways and parks, but in

addition, public baths, wash houses, lodging houses, model homes for widowers, model homes for widows. Tumbled down rookeries and filthy and disease-breeding haunts for vice and crime were purchased by the municipality, torn down, and in their places beautiful buildings were erected to minister to the social needs of the people in the many ways indicated—the great municipality of Glasgow bringing light, air and sunshine to the downmost men and women who before, on account of their poverty, were compelled to live in the foul tenements that disgraced the city. Public wash houses for the poor are a benefaction. The poor woman living with her children in a rented room, perhaps with no conveniences for washing or drying her clothes, goes to a public wash house and for a penny is furnished with a tub, mangle, wringer, steam dryer, and in an hour's time is back home with her washing nicely done and for less expense than the cost of fuel that would have been necessary in her own crowded quarters. Working men unable to find respectable quarters for lodging can now go to the lodging house provided by their mother, the municipality, a beautiful stone building four stories high, where they have bath, laundry, lavatories, library and game rooms, and all this at the minimum cost with no thought of making profit to enrich some individual, but with the thought uppermost in the mind of the municipality of making men to enrich all and thus to enrich the municipality.

Mr. Chairman and gentlemen, what we lack is ideals, not idols. Our idol has been the practical man; we must find the ideal man. We have pointed to the individual, who, by his superior cunning of prowess and strength has amassed the wealth of his fellowmen, as our model of success; but, gentlemen, we are coming to see that all such success is purchased at the price of the failure of the many, and our greatness is to be proven in the days to come, not by pointing to individuals here and there who are like the Anaconda, gorged with wealth for which they have no use at the expense of an army of paupers and tramps who have no wealth to use, but rather by pointing to a citizenship that is made up of people truly free and truly happy—a republic in which there are neither drones nor idlers, where the interest of all sings us to our work; and when we shall have passed up the broad avenues of collective ownership to a realization of that condition, who shall be able to fathom our productivity and cheer?

The movement for public ownership is government seeking the good of all as against the individual who seeks only his own good. It is a recognition of the fundamental fact that the humblest citizen is entitled to the greatest degree of comfort that associated effort can provide. It is organized love manifesting itself in service. It is patriotism of the highest and purest type. It is a practical demonstration of the brotherhood of man. It is the casting down of idols and the lifting up of ideals. It is dethroning the millionaire and exalting the millions. Happily we are passing away from the abject worship of mere dollars to a realization of the truth so tersely stated by the simple Nazarene nearly nineteen hundred years ago: "Ye cannot worship God and Mammon," and we are coming to measure men not by their ability to organize industry and use their fellowmen simply as profit-making machines, but by their ability to organize industry to serve their fellowmen, and where can we look for nobler examples of patriotism, of love of country, than to the men and women whose lives have been devoted to the service of their fellowmen rather than to mere sordid worship of wealth, rather than to debauching the machinery of justice and the people's legislators in order to serve their own purposes. "Bribed by the rich to rob the poor," was the scathing verdict pronounced by the honorable Wayne McVeagh upon the legislators of Philadelphia who leased the gas works, created by the vote of the people, without any resort to the vote of the people; and in the address at the commencement exercises of the University of Pennsylvania last year the same honored gentleman said to the students of that institution that the "black flag of the corruptionist is more to be feared than the red flag of the anarchist."



It is short-sighted and idle to sneer at bribe-takers without visiting the same condemnation upon those who offer bribes, but the facts are that the men who send their agents out to purchase votes of legislators are our wealthy men who live on the avenues in the big houses and ride behind horses with short tails, while the man whose vote they seek to purchase lives in the narrow street and small house, and probably serves his city without a salary, and frequently finds himself without salary from any source or other visible means of support when the poison of the briber is offered to him.

Such a system is not worthy an intelligent people. Yet, gentlemen of the convention, you are well aware that I am painting no fancy picture, but that in many of our municipalities to-day we are electing men to positions of trust and responsibility to serve without pay, men who have to confess themselves beaten in the game of life and who have not only failed in the warfare for business, but have failed to even secure a salaried position to provide them and their families with the necessities of life. In this condition, with the poison of the briber in the air, what hope is there for a man who realizes the need he is in, who realizes the distress that stares his wife and little ones in the face? He is like unto one weakened and emaciated with long fasting who should suddenly be thrust into a fever-laden atmosphere. Of course such a man will take the fever; and in the other case, unless a man has in him the blood of the martyrs who suffered death for the truth, of course he will take the bribe. In our mad rush for individual wealth and our blind worship of those who have secured it, we have been inclined to condone and forget the briber if he succeeds in capturing his franchise, thus putting a municipality, state, or nation under tribute to one man.

I need not weary you with statistics or any jugglery of figures. They are abundant and easy of access to prove that hardly a city in America to-day but has given away franchises for nothing that would, if now owned by that city, pay its entire debt, and, in many cases, place the city beyond the need of levying taxation upon its citizens. We have been in the habit of condoning on the ground that the franchise manipulators "furnished the capital," but we have learned that the people are the capital, and that what the franchise taker usually furnishes is not capital, but cunning.

This League of American Municipalities has brought out the testimony of hundreds of cities now operating their own public utilities in one form or another to prove that the question of the wisdom of municipal ownership has passed out of the domain of the problems. The question that the people are now considering is, how to get selfishness to release its graps upon these valuable heritages of the people. I confess I know no better way than to appeal to the patriotism of every loyal citizen. Patriotism calls men to leave home and family or school or shop or farm to go at his country's call, heedless of the weary march and rusting idleness of the camp, the carnage and terrors of battle, and he who shuns his country's call is counted an ingrate and his name is held in everlasting odium and contempt. And upon the patriots who from all over this land have so nobly responded to their country's call to go and fight for the relief of the Cuban reconcentrados, a grateful people is now lavishing its wealth of love and affection. But why does not patriotism call for service in the time of peace as well as war? Why should the soldier go out to face pestilence, danger and death in order that the good of all may be conserved, while the financier is honored and counted great for remaining at home amidst the luxurious appointments of a comfortable office seeking to conserve only his own good? Why, if we truly love our country, should not our hearts be moved to pity as we contemplate our own great army of disinherited, of disheartened, discouraged, hopeless ones, beaten in the race of life? Why should our enthusiasm not be aroused for them? And why should not the patriotism of the financiers who have shown conspicuous and marked ability in providing for themselves inspire them to come forward in the hour of a city's peril and offer their services for the good of all of the people in the

ministry of social needs, in building a public lighting plant, managing a street railway or financing any work of improvement for the benefit of all of the people? I confess that I can see no good reason why. I confess that I cannot see how a man can love his country or love his State who uses the people of his city, his State, his country, merely for what he can get out of them. I believe the time is coming—and may God hasten the day—when our eyes shall be opened to the iniquity of this sort of a life; when we shall make a clear distinction between respectability and righteousness, and when we shall come to see, as did Frances Willard, the great apostle of temperance, before her death, that poverty is the cause of drunkenness rather than drunkenness the cause of poverty, and that if we pursue our investigations in a logical, careful manner we will find that the pauper is the corollary of the millionaire and that of a necessity from which there is no possible escape. If we are to have millionaires on the one hand, we must have poor on the other.

I deny any man the right to say that I am making a warfare upon wealth. I am pleading for more wealth. I am pleading that more of our people now doomed to hopeless poverty may share in the wealth that their hands have produced. I plead that the captains of industry, the men who are honored for their ability as bankers and financiers, as street railway magnates, as managers and owners of great railroad corporations, express and telegraph companies; I plead with these as fellow citizens of a republic of equals; I plead with them from the standpoint of one who loves his fellow men with a passion that will never die. And I say to you, my brothers, who hold in your hands the wealth of the world, where is your patriotism? Do you love your country? If you do, then you love your fellow men, and there never was an hour of greater need that you should manifest your love for your fellow men than the present hour; that you should cease your hoarding of dollars and turn your attention to your idle brothers and devote your ability, not to amassing more wealth for yourselves, but to saving the people, of whom you are one, from the fearful social distress and agony of this hour. I am not asking for charity; we have too much of that. Charity seeks to continue the present order, seeks to palliate the trouble for to-day; but I am pleading for a social order of fair play, a social order of doing as you would be done by; and I deny any man or woman the right to any claim to a love of country unless that man or woman is as ready to serve the country in times of peace as the most devoted soldier in time of war.

Mr. Chairman and gentlemen of the convention, I must not be misunderstood upon this point: that man or woman, rich or poor, high or low, black or white, does not live for whom I have in my heart any other feeling than that of brotherly love. I am resting upon a rock bottom conclusion that we are all made of one common piece of clay; that we have one father, even God, and all we are brothers; that if our problems are ever to be solved they must be solved together. We cannot save an individual here and there and let the masses go tumbling headlong into the cesspools of vice, poverty and crime. The trouble is not so much with the individuals that compose our social structure as with the form of the structure itself. The bricks in a building may all be good bricks, and yet the building so constructed and faulty in its architecture that instead of ministering to the needs of the human family its very existence may be a menace to life itself. And the imperative demands of this hour upon us, as representatives of the municipalities of America, is that we shall set ourselves to the task of so changing our system that through the medium of public ownership the wealth of the people may again come into the hands of those who have produced it, and the realization of the dreams of our forefathers shall be fulfilled, and we shall have the perfected republic in which every man shall be secure in the possession of the fruit of the labor of his hands. I believe that the great need of the hour is that the people shall be educated upon this subject of co-operation in social service, and no duty rests more clearly upon us who are charged with the responsibility of representing the people in an official capacity than that

we shall labor to bring about such conditions in our respective municipalities as will make it easy for the people to do right. As matters exist to-day there are thousands of people in our so-called lower classes (the term, by the way, should be forever tabooed from the vocabulary of any true American) for whom it is a thousand times easier to do wrong than to do right. They are not of the worthless classes necessarily, but even among our workers, think of the countless thousands who toil long weary hours at hard, exhausting labor for a mere pittance, barely enough to keep soul and body together, without hope or ambition. Certainly we cannot look for a very high class of citizenship from this great and ever increasing army. Our warfare known as competition is responsible for this condition, but it must be succeeded by a more just order if this nation is to be saved and the republic is to permanently endure. The little children must be rescued from our factories and sweat shops, no less from the slums and saloons, if they are to grow up to an appreciation of their responsibility as citizens. All the horrors of our present day industrialism must be changed. Patriotic men and women must no longer be willing to live by robbing children of their childhood and young girls of their maidenhood through taking their toil in stores and factories at \$2.50 to \$5 a week; and the mere fact that the children and young girls may be hidden from our gaze, or the profit that we make come to our hands through the thin gauze of a corporation, should never for one moment hide the wrong from the quickened social conscience of the man or woman who truly loves his country. I deny the right of any man or woman living by such means to any claim to be patriotic. It is true there are thousands whose attention has never been called to this wrong, but those of us who have had our eyes opened to this iniquity are nothing less than particeps criminis unless we cry out against this spoliation of our people for the sake of private profit. When we shall have realized the perfected republic then we shall find the good of the individual only in the good of all.

In that awful tragedy that occurred on the morning of the fourth of July, when the steamer *Bourgogne* went down with nearly six hundred souls, there was in all human probability no reason that any should have been lost had it not been for the insane frenzy of the cunning and strong to make themselves secure, and to save their own miserable lives. There is a shining example of the so-called law of the survival of the fittest—fittest, forsooth—it was a case of the survival of brute force, and as we reflect upon the horrors of that catastrophe, that out of 700 persons, more than 200 of whom were women and children, but one woman was saved, we are enabled to get a glimpse of the product that our heartless competitive system is developing. How do you like the looks of the article?

The disgusting and distracting troubles known as labor troubles will disappear from civilization as before the clear daylight of the sun of public ownership. Whoever heard of a strike among the postoffice employees? And yet, periodically, we are disturbed with strikes among the street railway employees, the lighting companies, the railroad companies; indeed among all manner of employees who are serving an individual; but where the people minister to themselves as through public ownership, the people know how the people should be treated. Consequently we have decent conditions under which men may labor, we have living wages, and we have such a division of the hours of toil that labor becomes a joy instead of a mere drudgery.

William Morris says that art is "the expression of man's joy in labor." What a definition of art. Do you think there is very much joy in digging a sewer ditch at fifty cents a day? Can you see much of art in a man's life who is compelled to live on less than \$200 for a year?

Under the private contract system of labor in one of the cities of Ohio last year the contractor put laborers in competition with each other for the work of digging a sewer by the foot, with the result, as I was told by the civil engineer of that city, that those laborers received less than fifty cents a day. In another city of Ohio laborers on the street improvement and

repair received less than \$200 for their year's work, the labor market being so overstocked that they could only be employed less than a half time in order that all might have a little work. Yet in that very same city there are men who used the streets and piled up in profits hundreds of thousands of dollars, wholly unconscious of their guilt in using streets kept up at the cost of the lives of other men.

Gentlemen of the convention, the great service that is to be performed for the people of this country through the medium of public ownership is the awakening of the social conscience, the arousing of a pure and noble conception of patriotism, is the bringing up of a class of men and women too good and too noble to consent to live at the expense of the lives of their fellows. It is because I see the rainbow of promise in public ownership that shall secure for us, as a people, this larger realization of liberty, that I plead for it. It is because I know that only in the good of all is the real good of the individual to be found, that I plead for collective work. It is because I stand like many of you day after day with hopeless and hungry men, pleading that they might be allowed to work, that I raise my voice in their behalf. It is not because I would stir up dissension or cause trouble; it is because I would avoid trouble and point the way to the smooth sea of prosperity, that I speak for these men.

Thanking you for the opportunity of laying their cause, which is the cause of the Republic, before you, and asking that every one of you will raise his voice in behalf of a social system that will allow every man who is willing to work to have the right to live, I most gladly pledge the best efforts of the remaining years of my life.

"Is true freedom but to break  
Fetters for our own dear sake?  
And with leathern hearts forget  
That we owe mankind a debt?  
No, true freedom is to share  
All the chains our brothers wear,  
And with hearts and hands to be  
Earnest to make others free."

### REMUNERATION TO CITIES FOR FRANCHISE RIGHTS IN, OVER AND UNDER PUBLIC STREETS AND ALLEYS.

Address by T. S. McMurray, Mayor of Denver, Colo., Before the Convention of the League of American Municipalities.

The question of the proper management of the government of municipalities is one of the serious problems of the present time. The population of the large cities of our country is annually increasing at a more rapid ratio than that of our agricultural communities. The tendency of the growth of population is to concentrate in the cities. In 1790 there were only three per cent. of the inhabitants of the United States living in cities. In 1890 the percentage was 27.89, and during the present decade the increase has been even more rapid, until at the present time it has been estimated that 33 1-3 per cent., or one-third of the total population of the nation, reside within the cities. This largely increasing population raises new questions of municipal government, which crowd upon the thinking mind for solution.

To the property holder, citizen or even visitor in the city, the municipal government is of the first importance. He comes in contact with it a hundred times where he may feel the influence of the state or national government once. He looks to it for protection of person and property. To it is committed the maintenance of the public health and the preservation of the public peace.

The city population of to-day is not and cannot be satisfied with the facilities, improvements and advantages that were cheerfully accepted by a former generation. Each succeeding decade presents new problems in municipal government that must be settled in the interest of the citizens. A constantly increasing



tax rate is not received with favor by the taxpayer, but at the same time the average citizen is clamoring for improvements of service in all the different and varied departments of municipal work. To satisfy these just demands for improvement not only renders it necessary to have economical management of municipal affairs, but at the same time calls for largely increased revenues. The thinking citizen and city official begins to contemplate the situation with feelings of deep concern. He examines carefully into the management of the municipality to see what possible new means of revenue can be obtained without placing an unbearable burden upon real estate and improvements within its boundaries. Such contemplation brings him to the conclusion that profligacy has ruled in the bestowal of great and valuable franchises by the city government in the days gone by. He ascertains, if he examines carefully, that the franchise that has been freely given by a willing council and mayor to some great corporation covering one of the great public utilities of the municipality has, immediately upon its acquisition by that corporation, been turned in as a valuable item of property among the assets of the company and a large amount of money borrowed thereon.

As the thinking official and citizen realizes this, he must come to the conclusion, that if a franchise is a thing of value as soon as it is received by the corporation obtaining the same, then there is no reason why it should not be considered a thing of value when it is being asked for at the hands of the representatives of the people. He therefore can see that if a stop is put to the profligate bestowal of these valuable franchises by the municipal government and a new departure taken by which a corporation desiring one of these valuable rights must pay to the city bestowing the same, something that may be commensurate with its true value, then a new source of revenue has been obtained which will in its turn relieve the overburdened taxpayer and furnish the means for carrying on the various improvements and advantages of an enlightened government.

A corporation that may desire and receive franchise rights in, over or under public streets and alleys, is practically asking the people of the municipality to enter into partnership with it in the construction of its plant for the various purposes for which the corporation may have been organized. The streets and alleys of a city are the heritage of the people and should never be given away for the aggrandizement of any private corporation. Mayors and councils are simply trustees for the management of the business of the municipality. Frequently these officials act as if they themselves owned the *fee title* to these public highways and had a right to dispose of them at will, giving away the valuable possessions of the people without any consideration of the rights of their immediate constituents or of the succeeding generation. The power of granting franchises vested in mayors and councils of municipalities should be carefully guarded and exercised with great discretion. We should realize the importance of the trust imposed upon us.

If we were trustees or guardians for minor heirs that were not able to protect themselves, we would not dare to lavishly squander the estate that was under our control; therefore, as trustees of the people's heritage, we should remember that in the granting of public franchises running for a long period of time, in most cases from twenty to fifty years, we are not merely acting for the immediate present, but in many cases we are mortgaging the estate of our children's children.

It is beginning to be generally recognized that in our large American cities the time has passed when these public franchises should be given away without adequate compensation.

For myself, I believe strongly that all the great public utilities of our growing municipalities should be retained in the hands of and under the management of the people themselves, and that no private corporation in any American city should have any more right to control the water we drink than the air we breathe.

Many of these public utilities are and must be in the nature of natural monopolies. There can be no true competition in the furnishing of water to the people of a large city, neither can

there be in the gas, electric light or telephone systems, and with the growing demands of these cities, tramways are entering the same category and are no longer considered luxuries, but actual necessities.

So, then, I trust the time will speedily come when all over this great land, from Maine to California, from the northern lakes to the southern gulf, all the great public utilities of our American municipalities will be owned and operated by the people themselves through the business administration of their municipal government.

But I realize that in many portions of the country this end must be arrived at gradually. Many cities are to-day just beginning to emerge from the throes of private ownership into the full noon-day glory of municipal control. Others are starting at the bottom of the ladder, and while willing that private corporations shall furnish the services desired, are at the same time placing more and more restrictions upon the privileges granted. Until municipal ownership of public utilities is accepted in all of our American municipalities the question presents itself to us: "What remuneration should be paid for these great rights and privileges which are sought for so greedily in every portion of our land?"

This presents a complex problem. What may be the proper remuneration in one city might not be in another. A basis of payment for one franchise might not be proper for another. All privileges are not of the same character. Some may use portions of our streets in the mainly traveled thoroughfares, and others may use only suburban highways through less valuable property.

A franchise without any restrictions as to rates is, of course, more valuable to the corporations than one in which the interests of the people are properly guarded by numerous restrictions and limitations.

One thing, however, should be apparent to us all. Every proposed franchise should be rigidly examined and the interests of the people carefully guarded. Corporations seeking franchises are very prolific in their promises as to the great improvements they are going to inaugurate, the large amounts of money they expect to expend (particularly for labor), and the benefits they are going to bestow upon the community, but when they are asked to accept amendments to their bill to compel them to carry out the numerous promises they so freely make, they object to doing so, saying that to do that would prevent them from raising the money by the sale of bonds, and the city is asked to accept the mere word of the promoters, while the grant to the corporation must be fully set forth in the contract.

I presume you will all agree with me that the custom has generally been that the corporation seeking a franchise has prepared its own document. It has, then, been coolly presented to the council and mayor of the municipality and they have been asked to endorse the franchise as prepared by the attorneys of the corporation.

It therefore becomes our duty to carefully inspect the provisions of their franchises, knowing full well that the language of the bill presented to us has been carefully considered in all its phases and with all its possible ramifications by the learned gentlemen who so ably manage the legal affairs of these corporations.

I find no fault with these gentlemen for that course of procedure. They are looking after the interest of their clients, but what I contend for in this paper is that the mayors and councilmen of the municipalities of the United States should remember that they too have clients whose interests are committed to their charge and faithfully fulfil their trust.

These franchise ordinances for public utilities partake of a double nature. First, the franchise or right to do business, which may be more or less valuable according to the grants or limitations thereof and depending upon the volume and profit of the business; and for this, in my judgment, the remuneration to the city should be based upon a percentage of the gross receipts. Second, the grant of the right-of-way, upon, across, over

or under the public highways, thus in effect leasing a certain portion of the public domain to the private corporation.

Take a street railway, for example. The right of way along the public streets is granted for a double track line of railway, which, with the space between tracks, etc., necessary for a proper clearance of cars, would take up a portion of ground equal in most cases to from twenty to twenty-five feet of the public highway.

This is the largest part of the real estate of the railway corporation. In order to carry on the business of this street railway company then, three classes of property are necessary as the capital or plant of the intending corporation. The city puts into the partnership the franchise or right to do business and the right of way, being the ground upon which the plant is to be constructed. The capitalist puts in the roadbed and superstructure and track as the second part of the partnership property, and also puts in the rolling stock, machinery and power house, forming a third part of the partnership. Here then we have a partnership property, contributed by the city and the private capitalist, but we fail to find any recognition of the rights of the city as a partner in the management and trans- action of the business. The capitalist seems to act as if all of the plant were his. The city is not allowed any voice in its management or control, and heretofore, in the majority of cases, has not been allowed any consideration for its share of the partnership funds or property.

It seems to me that as consideration for the right of way granted, the value of that right of way, as measured by the value of abutting property similarly located, should be ascertained; and the city should be entitled to a proper rental, say the same rate of interest upon the gross valuation of this right of way as is paid to bondholders for the money borrowed or raised to produce and construct the remainder of the plant.

Can you tell me why this should not be done? Is there any reason or argument to show why one partner should put in his share of the capital of the firm and receive no consideration or compensation therefor and other partners take all the earnings and benefits thereof?

The same argument will apply to a greater or less extent as to all other franchises for public utilities, and should cover water, gas, electric light, power, steam heating and telephone companies as well as companies operating street railways. The argument for the valuation of the right of way and the charge of an annual rental thereon may not appear quite so clearly when applied to some of the other public utilities, as it does to that of a street railway company, but the principle is the same and the difference is merely one of degree.

If this mode of reasoning is correct, we are brought next to the question of how this remuneration to the city should be provided for and collected, and what basis of additional remuneration is proper for the franchise itself or right and privilege of carrying on the business. We must remember that the value of the business of these corporations controlling public utilities is entirely made up from the fact of the concentration of population in the cities. This concentration renders expenses of government large, and who is so well able to help defray these expenses of government as those who receive pecuniary benefit therefrom?

Whenever a corporation may desire a franchise from the city for any of the public utilities thereof, it should make application for such franchise, stating in explicit terms what was desired, reciting the streets and alleys or portions thereof that is intended to be covered by the proposed franchise and setting forth in general terms what restrictions and limitations it is willing to submit to, as part of the consideration for the granting of the franchise.

This application should be considered by the city authorities, and they, and not the corporation attorneys, should prepare the proposed ordinance or franchise bill. Whatever streets were decided upon as being proper to include in the grant to the proposed company should have the right of way determined and the valuation thereof ascertained. An annual rental equal to five

per cent. of the value of the real estate included in the right of way should be made as one of the fixed conditions of the proposed franchise and all other conditions and limitations that the judgment of the city officials may deem proper to impose upon the company should be determined upon and set forth in the bill.

The bill, then, having been thus prepared, should be advertised, and sealed bids for the proposed franchise asked for. These bids should set forth the acceptance of all the terms and conditions of the proposed bill and also state what percentage of the gross annual receipts of the company or corporation would be paid to the city for the operation and enjoyment of the privileges and franchise set forth in the bill, and the franchise should be awarded to the highest bidder; the sale, however, to be subject to the ratification or rejection of the people of the city at a regular or special election. Provision should, of course, be made for a suitable bond in sufficient amount with trust or guaranty company sureties. The collection of remuneration should be made at regular intervals.

The rental based upon valuation of right of way will, of course, be easy of computation and should be paid to the city in equal quarter yearly instalments. The percentage, based upon the gross receipts of the corporation during any three calendar months, should also be paid at the same times. The officers of the corporation should be obliged to make sworn returns of their gross receipts by days, but these should not be absolutely binding upon the city government, but the books, records and time sheets of the corporation should be subject to inspection and examination by a proper committee appointed by the municipality for the purpose, without notice to the corporation.

It is not my intention to detain this convention by any statistical reference to the mode of procedure in those European cities which have been uniformly acknowledged as giving the best illustration of the proper control and management of these public utilities. I would not for one moment assume that those illustrations are not perfectly familiar to the members of this convention, and can you tell me any reason why the American people, admitted to be the peers of any other people upon the face of the globe, and whose management upon questions of great political expediency and national and state government is subject to so little just criticism, are at the same time, we must admit with shame and regret, so far behind European cities in the management of the business affairs of our municipalities? Is not the solution of the problem to be found in the fact that in Great Britain and on the Continent, questions of a political character do not enter into the management of the municipality? Our American cities, however, are too largely carried on upon the same lines of political management as the state and national government. This ought not so to be. Municipal government is and ought to be "Business and not Politics." It should simply be the management of the affairs of the great public corporation, in which the taxpayers and citizens are the stockholders and the municipal officers the board of directors to execute their will.

The average taxpayer is not so much troubled as to the amount of city taxes he pays, but as to the value he receives therefrom. One percentum city tax *wasted* is more burdensome upon the taxpayer, than double that amount profitably expended in the interests of the public, for the benefit of the people and for which the return can constantly be seen in their own experience.

When we fully realize this fact, we will understand once and for all that everything that belongs to the people must be held for the benefit of the people, and if leased or farmed out for any length of time to private individuals or corporations it must only be upon the payment of that just compensation therefor which one man would ask of another similarly situated in the management of his private affairs.

No private individual would give away his stock-in-trade, but rather would use it to the best advantage possible. Let us then carry on our municipal affairs upon the same lines. No unjust antagonism to corporations should enter our minds in the consideration of this subject, but we should remember that the granting of franchises is a purely business proposition, and city



officials should represent the people—their constituents—and not the other contracting party.

If we act upon this plan, not only will the financial interests of the people be promoted, but the moral tone of the government and of the community will be elevated.

No longer will our American municipalities be cursed by the political interference and corrupting influence of corporations anxious to control mayors and councils in order that they may obtain new favors and extensions of existing privileges and franchises without proper compensation to the people—then will come the time when we can gladly proclaim to the entire world that "Government of the people, by the people, and for the people" has not perished from the earth.

### WHAT COMPENSATION SHOULD CITIES RECEIVE FOR STREET RAILWAY FRANCHISES?

Address by Mayor James D. Phelan, of San Francisco, Cal.,  
Before the Convention of the League of American  
Municipalities.

Mr. President and Gentlemen of the Convention:—The use of the streets for transportation purposes over permanent tracks, in themselves an obstruction and a disfigurement, is justified by the convenience of the public. The streets belong to all the people, and granting special privileges over them should be safeguarded in every particular. The maintenance of the roadway contiguous to the tracks is generally made a charge upon the street railway companies, and, furthermore, the governing body reserves the power of regulating fares. All of the street railway franchises granted in San Francisco up to a few years ago were practically unconditional and for a period of fifty years. The general statutes made it the duty of the street car companies to repair the roadway between the tracks, between the rails and for two feet on each side of the outer rail, and provided that the maximum fare be five cents. The legislature then enacted a law providing that a minimum charge of two per cent. on the gross receipts should annually be collected from the street railway companies receiving franchises after the passage of the act, and that such franchises be offered for sale to the highest bidder. This law proving defective, the legislature of California in 1897 passed a more stringent statute, fixing the minimum at not less than three per cent. of the gross receipts. But since then, in May, 1898, the city and county of San Francisco has adopted a new charter, which now only requires legislative ratification to become the organic law, in which particular attention was paid to the subject of the sale of franchises. This is the latest formal public expression on the subject. Three per cent. of the gross receipts is therein made the minimum to be paid for the first five years of the existence of a franchise, four per cent. for the next succeeding ten years, and five per cent. during the next succeeding ten years. No franchise may be granted for a longer period than twenty-five years, and at the end of the term the road-track and bed of the railway and all its stationary fixtures upon the public streets shall become the property of the city. Here is an important provision: "In granting such franchise the board shall impose such other lawful conditions as it may deem advisable, and must expressly provide that the franchise shall not be renewed or regranted, and that the board shall at all times have the power to regulate the rates of fare to be charged." By a provision of this kind the city may take advantage of such conditions as existed in Toronto in 1891. In that year the Toronto street railway franchises expired, as they will in San Francisco in about thirty years. The council required lower fares and also a direct cash contribution to the city treasury, in consideration whereof it was in a position to give for thirty years an absolute monopoly of the street railroad business in Toronto. The conditions required by the council were that the purchaser should pay the city the sum of \$800 per annum per mile of single track during the term of the contract; that the ordinary fare should be five cents; that a

class of tickets to be used at any time except on night cars should be sold at the rate of six for a quarter, or twenty-five for one dollar; that a class of tickets to be used between 5:30 and 8 A. M. and 5 and 6:30 P. M. should be sold at the rate of eight for a quarter; that children of nine years of age and not in arms should be carried for half fare; that school children's tickets, to be used between 8 A. M. and 5 P. M., should be sold at the rate of ten for a quarter, and that any purchaser should be entitled to a continuous ride from any point on the railway to any other point on the main line or branches. The purchasers were within a year to convert the line, which was then propelled by horse power, into an electric system, to be approved by the city council, and at the expiration of thirty years the city reserved the right to purchase the property at a valuation. The bidders were then required to state what percentage of the receipts they would pay the city in return for the right to operate the railway under these conditions. The city accepted an offer of eight per cent. on the gross receipts up to one million dollars per annum, ten per cent. between one million and one and a half, and so on in an ascending scale until three million was reached, when twenty per cent. of the gross receipts were to be paid.

From September 1, 1891, to September 30, 1897, under this arrangement, the city of Toronto had received \$457,478 from percentages and \$352,778 from mileage charges; and still the railroad company is conducting a very profitable business, which pays handsomely upon the invested capital.

With these facts before us, the main question in the consideration of this subject is whether a large percentage of the gross receipts should be exacted in consideration for a franchise or whether low fares and transfer privileges be made the principal condition of the grant. I am disposed to think that lower fares are more advantageous to the public generally than high percentages. By having low fares the great body of the people are directly benefited and the city itself is the recipient of many indirect advantages by facilitating the cheap transportation of its population. Ten cents a day for a working man aggregates approximately \$3 per month, and if he has a family of children going to school or for pleasure and health visiting the public parks and suburbs the monthly tax, as will at once appear, becomes very great. By reducing the fare the education, the comfort and health of the citizen and his family are thus promoted; whereas if high percentages were required and the fare be maintained at five cents, they would be daily taxed, a percentage of the fare paid going directly into the treasury.

I am sure it is not contemplated to tax the mechanic and laborer going to his work, the children going to their schools and the family going to their places of recreation, and yet it strikes me that that is the effect of exacting high percentages without other conditions. Now, if, as in Toronto, not only low fares, but high percentages may also be exacted, we would find the taxation feature mollified; and yet I contend that if the whole benefit were given to the traveling public, the municipality, in a broad and generous sense, would be better compensated for the use of the streets than by exacting indirect taxes which relieve property at the expense of the people at large.

But in the new charter of San Francisco the combination of the two features seems to have found a more general acceptance. After it had been agreed to sell franchises on the public streets to the bidder offering the highest percentage, it was subsequently decided by the charter makers to authorize the board of supervisors to insert any other lawful conditions, as, for instance, a minimum of fare, as a condition precedent to the granting of a franchise; so both sides of the controversy were well satisfied. The new charter of San Francisco sets up all the machinery necessary for municipal ownership, which I have no doubt will be taken advantage of thirty years hence, when the principal street car franchises expire by limitation; for by that time I am confident there will be a more general agreement among men as to the wisdom of such ownership and operation. Under a reformed civil service the element of corruption which

attends the private ownership of public utilities will be eliminated, and a large and intelligent body of citizens, now stockholders and bondholders in enterprises of this character, will throw the weight of their influence in favor of good government, which they now necessarily, in the pursuit of their selfish interests, unconsciously oppose. That man is not a good citizen, nor can he contribute to the maintenance of good government, whose private interests are served by corrupting our legislative bodies which hold the power of regulation for the benefit of the people and sell it to those whose interests are antagonistic.

I would therefore conclude that a percentage of the gross receipts is a better form of compensation than a lump sum, which in several cities is permitted to be paid under laws requiring the public sale of franchises; that low fares are more advantageous to the city than high percentages, and that municipal ownership and operation is more satisfactory than either the one or the other.

### DISPOSAL OF GARBAGE.

Address by Dr. Quitman Kohnke, Member of City Council and Chairman Committee on Health, New Orleans, La., Before the Convention of the League of American Municipalities.

Mr. Chairman and Gentlemen of the Convention:—A paper on garbage collection and disposal which is limited to ten minutes must necessarily contain the barest outline of only a small part of the subject. The province, I take it, of a paper such as this, is to suggest points of major importance and to stimulate discussion thereon to the end that the relation to each other of our varied experiences may indicate to us the expensive mistakes to be avoided and the direction in which further experiments may be profitably made; for, after all, it is only by actual experience that the system best adapted to meet the requirements of any given conditions can be ascertained; and in this respect each city must work out its own salvation. Some western cities, for instance, that are in close proximity to extensive hog ranches, find the reduction process by animal means both convenient and economical; and I know of no reason for believing that it is not sanitary, if ordinary precautions are observed. The final report of the committee on garbage and refuse disposal presented to the meeting of the American Public Health Association, held at Philadelphia, October 28, 1897, is a most exhaustive paper on the subject; and is well forth the careful study of municipal authorities charged with the important duty of effectively disposing of a city's waste without detriment to the public health. This committee, composed of representatives of the United States, Canada and Mexico, specially qualified by education and experience to deal with this troublesome question, strikes the key note in the opening paragraph of the report proper:

"The collection and disposal of garbage and refuse must be considered: first from a sanitary, and secondly from a financial standpoint."

Too often have these and similar problems been considered first, last and all the time from a financial standpoint. The alluring prospects of possible large profits to individuals, and the seemingly economical administration of this important branch of municipal service have combined to tempt communities to farm out what should be distinctly a function of government, and frequently it is only after the "business principles" of a few of its best and most influential citizens are arrayed against the vital interests of the great majority that a municipality recognizes its mistake. It is by this time a very difficult and expensive undertaking, if at all possible, to correct the error; for courts are prone to consider few things more sacred than a "contract right."

I feel that while I have in my mind the experiences of our own city of New Orleans I am describing a danger to which many another community has been, is or will be subjected. I do not desire to be understood as being opposed entirely to the contract system; for I believe this system properly employed and shorn of its dangerous possibilities to be the best and cheap-

est for many purposes; but I do say, and I desire to say it most vigorously, that in my opinion it is always disastrous sooner or later, whenever a municipality transfers by franchise right to private individuals, any part of its absolute control in the matter of collecting or disposing of garbage. One of the most important obligations of a city government to the people is the preservation of the public health; and it is for this reason that it undertakes the management of the removal and disposal of garbage; and it is because this management cannot under any other conditions be as complete and efficient, that the municipality actually performs the work. Theoretically, we may assume that it is the business of the citizen who creates the garbage to remove it; and this idea is, I understand, carried out in San Francisco, where scavengers are employed and paid by the householders to remove the stuff. These scavengers are guided, however, by the sanitary authorities; and during the past two or three years have been directed to deliver the garbage to an incinerating plant and pay for its disposal. This is possibly a step towards the assumption by the city of garbage collection and disposal, the only satisfactory way to my mind of insuring sanitary methods.

The government of a city cannot, without great danger to the public health, part with any portion of its responsibility in this matter to private individuals whose main object naturally is to increase their pecuniary profits. If for reasons of expediency it be thought proper or advisable to let any portion of this work by contract, the greatest care should be taken to preserve the absolute supervising management to the city officials who are responsible to the people, and to prevent the possibility of being at any time entirely dependent upon one contractor, as was the case in New Orleans during the early part of the present administration, and which led to much unpleasant feeling, litigation and an expensive compromise.

The best plan as regards administrative jurisdiction is that adopted by Atlanta, Georgia, where the board of health collects the garbage in its own carts, carries it to its own plant and destroys it in a sanitary and satisfactory manner. There is under this arrangement no chance for any clash of authority between officials in different departments of the municipal government. There is no possibility of disobedience to sanitary laws on the part of the collector; and the rules of the health authorities may be modified to meet the exigencies of any accidental or temporary occasion, within the limits of strict enforcement. This seems to be an ideal state of affairs that other cities might do well to look into and adopt; unless a closer inspection brings into view objectionable features which a superficial consideration fails to disclose.

The method of garbage disposal in New Orleans has been during the history of the city and up to about five years ago, that of dumping into the Mississippi river in mid-stream below the lower limits of the city. This was thought perfectly satisfactory from a sanitary point of view, as well as for reasons of economy, and was not objected to by anybody until recently; and there is no adequate sanitary reason why this method should not be continued during the next fifty years, unless changes in conditions of population and environment take place with greater rapidity than is at present anticipated on the banks of the Mississippi, below New Orleans. To dump the garbage of a large city into a running stream, from which is also derived the water supply of the citizens, might seem at first glance a rather crude and imperfect, as well as unsanitary method of getting rid of the city's refuse; but when it is remembered that the Mississippi river is at this point about a half mile wide, from fifty to one hundred feet deep, with an average current of three miles per hour, as much as one million five hundred thousand cubic feet of water passing a given point during every second at the stage of high water, we may readily imagine how little influence a boat load or two of garbage per day can have upon such an immense body of water in constant motion.

Let me add to this that the water of the Mississippi river as delivered to the consumers is too muddy for drinking purposes; and while a small percentage is so used after private filtration,



by far the greater portion is employed for cleansing and similar purposes; the great bulk of drinking water being cistern, or rain water, and not a small portion, distilled water, sold and delivered to the consumers in bottles.

I know of no city in the world that is as favorably situated for this method of garbage disposal; and yet we are forbidden by the United States government to continue dumping garbage into the river, on the ground, I believe, that it may interfere with navigation; at least the law by virtue of which this prohibition is issued, provides, that nothing of the nature of garbage or trash shall be dumped into a navigable stream for the improvement of which the general government has appropriated any money.

Inasmuch as liquid sewage may be so disposed, it is not reasonable to suppose that the objections to garbage disposal are sanitary in their nature, but rather that they apply to impediments to navigation; no one who has ever seen the Father of Waters at New Orleans could ever dream of impeding navigation in this way in a thousand years. This custom, honored by time and the approval of local sanitarians, remained undisturbed until a company was formed for the sole purpose of making money out of the collection and disposal of garbage. The company got a contract monopoly of the business and instituted what was claimed to be the Simonin process of reduction. The venture did not prove as profitable as was at first anticipated, and the most flagrant violations of sanitary rules were committed in an endeavor to lessen expenses. This, it was claimed, was made necessary by the failure of the householders to comply with the laws embodied in the garbage contract. It is impossible in a short paper, and would be barely possible in a very long and tediously technical one, to lay before you the merits of the case. The controversy is referred to as showing the danger to health and the safeguards of sanitation which may, and generally do, follow, wherever these matters are made the subject of a contract with individuals. The lesson which New Orleans has learned during the past four years will be remembered for a generation. It is a negative wisdom, however, that we have acquired at a great cost. We have learned what not to do. We have learned that conditions favorable to the successful operation of economical systems of garbage collection and disposal in European cities and in some cities of America, do not obtain with us. We have learned that the most carefully calculated plans, systems and theories do not include the requirements of our city or surmount the difficulties we have to contend with. We have been seduced by the glowing promises of rich rewards which the reduction process has failed to give us; and having been sorely disappointed, we will seek no further in this direction. The river is closed to us, though we protest that this is unreasonable. We are therefore driven to either dumping on the low lands back of the city or destruction by fire. Dumping in low lands can, in my opinion, be done with perfect safety under proper sanitary precautions, but it is unpopular and will probably not receive the moral support of the citizens—a very important factor which was not considered when our late unfortunate garbage contract was made.

Cremation, pure and simple, will probably be the system adopted in the near future, theoretically and practically perfect from a sanitary point of view, but costly as compared with the method which Nature has so generously placed before our doors and which Man, in the shape of the general government, has so needlessly taken from us. A Dixon crematory is already being erected, and will soon be in operation to destroy about twenty-five per cent. of our garbage. Upon its success or failure from an economic point of view will depend our further selection. Its sanitary success is a foregone conclusion. A Dixon crematory, if properly constructed and operated, cannot fail to destroy garbage without odor, and the difference between this and other furnaces to be considered by municipal authorities must be one of cost alone.

It was hoped that a New Orleans delegation would arrive in Detroit, fresh from a special tour of investigation through the principal cities of this country and Canada, with the very latest

data on the subject of garbage cremation; but a combination of unforeseen circumstances has made this impossible, and we therefore must ask for information where we had hoped to impart it.

### GARBAGE DISPOSAL.

Address by Hon. F. A. Walker, of Trenton, N. J., Before the Convention of the League of American Municipalities.

Mr. President and Gentlemen of the Convention:—The subject assigned to me, viz., "Garbage Disposal; or, What Has Been the Experience of Municipalities in Attempting to Collect and Dispose of Garbage in the Most Sanitary and Economical Manner," is a subject that opens up a wide range for discussion. Varied and complicated theories have been advanced, and different systems have been suggested, many of which have been tried, some of which have been fairly successful, while many others have been total failures. At the present time it can scarcely be said that there is any system that has been in operation as yet that is so far superior to any other system as to recommend its universal adoption.

There are two methods known and which are in use at the present time in the different cities of the United States for the destruction of garbage. One is known as the system of incineration, and the other as reduction or utilization. Some cities have one system and some the other, so this question itself, of system, opens up a wide field for discussion, and therefore I believe that every delegate of this convention who has given the matter consideration should be given the opportunity to give to the other delegates such information as he may have that may be valuable to many present; therefore, I shall not detain you to any great length with what I have to say upon this question, but will state to you as briefly as possible a few facts and figures in reference to several of the cities which have the different systems in operation.

So far as the two methods are known I believe the method of incineration is far superior to that of utilization. In my judgment all garbage should be destroyed for the benefit of the general public health.

In reference to the method of incineration, the city of Trenton, N. J., which I have the honor to represent in this convention, destroys its garbage with a Dixon crematory, one which I think is about as widely known as any crematory in use at the present time.

This crematory is in operation in the following named cities, many of which are represented by delegates here in the convention: New Orleans, La.; Los Angeles, Cal.; Wilmington, Del.; York, Pa.; McKeesport, Pa.; San Diego, Cal.; Camden, N. J.; Elwood, Ind.; Memphis, Tenn.; Fort Wayne, Ind.; Charlotte, N. C.; Youngstown, Ohio, and Atlanta, Ga., and from the reports made by several of the cities just named the Dixon crematory seems to be giving fairly good satisfaction.

In the city of Trenton—a city with a population of 70,000—we have a contract for the collection and destruction of all garbage and waste. We are getting it done by the present contractor at a very low figure, viz., at a little over \$6,000 per year for the collection and destruction of all our garbage and waste. We have had one crematory in operation for two years and four months, and from the statement of the contractor only about \$50 have been spent during that time for repairs, and it costs about 30 cents per ton to cremate the garbage, but I am satisfied the contractor is barely paying his expenses, if he is doing that, but so far as the collection and cremation is concerned it is being done in a fairly satisfactory manner.

Elwood, Ind., reported in March, 1898, that the Dixon system was entirely satisfactory.

York, Pa., made the same report in March, 1898, as to the Dixon system, and many other cities have made the same report as the ones mentioned that have adopted the Dixon system.

(CONTINUED ON PAGE 68.)

## CITY GOVERNMENT.

*Devoted to all Departments of Municipal Work.*

PUBLISHED MONTHLY BY

CITY GOVERNMENT PUBLISHING COMPANY,  
108 FULTON STREET, NEW YORK.

## BUSINESS DEPARTMENT:

CLARENCE E. STUMP, B. F. GILKISON.

## EDITORIAL DEPARTMENT:

H. J. GONDEN, Editor, F. D. POTTER, Associate.

## TERMS OF SUBSCRIPTION.

In the United States and Canada.....per annum, \$3 00  
In all Foreign Countries....." 4 00

Subscriptions payable in advance, by check, P. O. money order or express money order, to order of CITY GOVERNMENT PUBLISHING CO.

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## NOTE AND COMMENT.

This issue of CITY GOVERNMENT, which, by the way, is enlarged by eight additional pages, is given up almost wholly to a report of the proceedings of the second annual convention of the League of American Municipalities. This convention is undoubtedly the most important event in the municipal history of the new world—for it brought together the officials of 120 American cities for the purpose of advancing the interests of all citizens by improving the conditions of civic life. Nearly all of the addresses delivered at the convention are published in full in this issue, and they will be found of great interest to all officials and citizens interested in the cause of good city government. A most significant fact is that the hundreds of mayors and council members present at the Detroit convention almost unanimously expressed in the most direct terms their antipathy to the private interests that work to corrupt municipal governments. The sentiment of the convention was strongly in favor of the municipal ownership of public utilities that are natural monopolies, as a means of providing better and cheaper service, improving social conditions, and removing from the public mart the franchises that cause nearly all of the corruption that exists in relation to municipal affairs.

Space is also given in this issue to a report of another important convention—that of the Association of Fire and Police Telegraph Superintendents and Municipal Electricians. In this day of rapid progress in electrical development, too much importance cannot be attached to the doings of those officials having in charge the electrical departments of municipal work.

We must also allow the space necessary to pay our respects to an alderman who deserves to be held up for public notice immediately.

A resolution in the St. Paul board of aldermen to raise the pay of asphalt street sweepers, working ten hours a day, from \$1 to \$1.50 per day, was objected to by Alderman E. P. Sanborn on the technical issue that the men were already under contract to work for starvation wages. Mr. Sanborn is what is commonly termed a corporation lawyer; he is a resident of and represents in the council the "fashionable" ward of his city, and evidently the man who toils ten hours a day for a one dollar bill is not within his select brotherhood of man. Any man who objects on technical or other grounds to paying living wages to workingmen has no right to be in a public position where he has the power to vote to starve even a small proportion of his fellow citizens.

## GARBAGE DISPOSAL.

(CONTINUED FROM PAGE 67.)

In most of the cities mentioned it costs from 30 cents per ton to 50 cents per ton to cremate this garbage and waste. The other systems that are in operation by cremation are the Engle and Decarie systems, the last one being a new system just put in operation in Montreal, Canada, but so far as I have been able to learn is not in operation in any other city.

The principal reduction or utilization systems are known as the Arnold system, the Holthaus system, and the Merz system.

The Arnold system is in operation in New York city, and from the report of the Street Cleaning Department seems to be giving fairly good satisfaction, but I have been unable to get the cost of operating this system, but have no doubt our able secretary can get the figures for any one who may desire them. The contract does not expire until August, 1901.

The Merz system is in operation in Buffalo, N. Y., a city with a population of 350,000. The garbage is collected daily in the central portion of the city, and in the outlying portions twice a week. The contractors are under contract to collect and dispose of all the city garbage for \$70,000 per year, and from the best figures obtainable the contractor is making a large profit out of the contract, which expires in the year 1901.

I do not know whether the Merz system is in operation in any other city beside Buffalo. The estimated cost of the Merz system in operation in Buffalo is \$100,000, but the correct figures are not obtainable from the contractor.

At Bridgeport, Conn., a city of 62,000 population, the Holthaus system is in operation. The price paid to the contractor to dispose of the garbage and waste is 34 cents per ton. The price paid to the contractor for collecting the garbage is \$2.74 per ton, which makes the total cost to the city for collection and destruction \$3.08 per ton. This is much larger proportionately, taking population as a basis, than is paid by the city of Buffalo, where the contractor is thought to be making considerable money out of his contract, and which is about 50 per cent. more than it costs the city of Trenton, with a larger population than Bridgeport, to cremate our garbage under the Dixon system, and I believe that the reduction or utilization plants ought to be operated at less cost to the cities than the crematories are, for they can get a fair price for the residue from their plants.

In conclusion, gentlemen of the convention—for I promised to be brief in my remarks—I believe that the question of garbage disposal, whether by incineration or utilization, is one that should be very carefully investigated by all cities that have not as yet adopted some system.

If any of the statements I have made are not clear I should be pleased to furnish any delegate with such data as I may have, especially as regards the system we have in operation in our own city.

Finally, I believe, with the president of this league, in municipal ownership of all public necessities, and shall be pleased to see the time come when all cities will own everything necessary to be used by the public, and one of the first and most desirable is a perfect sanitary system.



## REGULATION OF SALOONS.

Address by Hon. George R. Perry, Mayor of Grand Rapids, Mich., Before the Convention of the League of American Municipalities.

Mr. President and Gentlemen of the Convention:—In discussing the subject, "Regulation of Saloons," and the best policy of enforcing the laws pertaining to same, we should keep in mind that we discuss this subject each from his own standpoint and from the knowledge and experience that each of us has gathered in his own city and state.

Laws that would apply and work well in the city of Grand Rapids would probably be considered obnoxious in a city the size of Cincinnati or Chicago, and on the contrary these same laws would be too broad and liberal for a city of smaller size and located in a strictly agricultural district, for we should take into consideration the location of the city and the different nationalities and occupation of the inhabitants of the same. In this state the legislature makes the law for our municipalities governing saloons. The municipality can, however, by ordinance, place further restrictions on the saloons, but cannot allow them any latitude in conflict with the state law. The greatest detriment to a proper governing of our saloons and the liquor traffic in general in Michigan is the existing state laws. Not solely on account of their acknowledged iniquitous or dead letter features, but because of the fact demonstrated over and over again by municipalities throughout our whole country that it is impossible for a state to frame a measure calculated to govern or regulate any offence less than crime itself, which public opinion will sustain as applicable to city and country alike. The very attempt to foist upon a free people, and enforce against them a measure which in any sense deprives them of their personal liberties or constitutional rights, without their having committed any crime, is in my opinion at once provocative of disorder, harmful to the general public welfare, and directly contrary to the spirit of our nation's constitution. Hence I would suggest that for a better government of saloons all effort should be made to induce the state to concede a wider latitude to municipalities in the matter of enacting local measures to govern themselves. Cities should have the right to amend their charters to meet conditions as they arise without having to take recourse to the state legislature.

Amendments should be framed by the common council, printed a certain length of time and then submitted to a popular vote of the people (of the municipality to be governed directly by this measure) whose voice, as in all law making, is always the surest and safest criterion upon which to base a conclusion as to whether the amendment is a just and wise one. The saloons of Grand Rapids, after they have secured their licenses from the common council, are under the direct control of the board of police and fire commissioners. The members of the board of police and fire commissioners, under our charter, are appointed one each year by the mayor to serve a term of five years. After they have received their appointment as a member of this board, it is impossible to place any restrictions upon them except as to the amount of money they shall expend each year in their department. The mayor and the common council, having no control or voice in conducting the affairs of this board, they can adopt a policy of persecution of the saloon men if they are so inclined, and this has been the result in our city. The laws of our state prescribe that saloons in a city of less than 10,000 population are required to close at 9 P. M. In cities whose population exceed 10,000 one hour longer is granted, and the privilege is also granted that this time can be extended one hour longer in both classes of cities, provided the local authorities pass a law or ordinance to that effect. This in our city fixes the limit of our state law at 11 o'clock, when all saloons must be closed. I claim that while this may be fair and just to the smaller cities, it operates as an unjust and obnoxious law when applied to a city the size of Grand Rapids. A saloon man having paid his license for the privilege of doing business

is entitled to all the protection that the law in its broadest interpretation can give him. Instead of this, we find in our city that it has been persecution instead of protection. The saloon men are held to the strictest interpretation of the law and often forced to pay heavy penalties from the fact that their places of business have been found open a few minutes after 11 o'clock, the hour prescribed for closing by our state legislature.

I say this is the manner in which we find the law enforced as to hotel bars and saloons, and that it operates as an injustice to these, I will demonstrate by illustrating how the law is enforced in regard to our leading social club. We have in our city a social club located in the heart of the city, and in the immediate vicinity of our principal hotels and saloons. The hour of 11 P. M. arrives, and everything must be closed, as far as the hotel bar and saloons are concerned; our social club, however, composed of our wealthiest citizens, have a law for themselves. They can keep open and be undisturbed from sun to sun, and from week end to week end. This partiality shown to a certain class would be considered bad enough if they were paying the state tax, but what apology can anyone offer for them, when they pay no tax except the government tax of \$25, and have free license to carry on their liquor traffic undisturbed through all hours of the day and night, Sundays and holidays, and this in direct competition with the hotel bars and saloons who contribute to the support of our city and state government by the payment of a heavy license. Another reason for criticizing the partiality shown this club in the enforcement of the liquor laws, is the fact that three of the members of the board of police and fire commissioners are prominent members of this club. One of them, in particular, is chairman of the house committee, and purchases all the wines and liquors for the club. These commissioners knowingly allow this club to violate the law, and themselves participate in such violation—then on the slightest infraction of the law by a saloon man, who pays his license, the law is invoked and the saloon man is punished.

I mention these facts regarding the enforcement of the liquor laws in our city, to show that our saloon men at least have just cause for complaint. I contend that more consideration should be shown the saloon man than is generally the case in most cities of which I have knowledge. Too often we find that the saloon man, from the fact that he is engaged in the liquor traffic, is looked upon as a criminal, and the local authorities seem to consider that he is their legitimate prey, and that they must do everything in their power to hamper and harass him and if possible bring him before the bar of justice to be heavily fined. If we would give the retailer of liquors the same consideration that we do to the distiller, the brewer and the wholesale dealer in liquors, and give him to understand that his rights as a business man and citizen will receive the same protection from the authorities that the dealer in any other line of business receives, we would have less trouble in controlling the saloon.

I believe in doing everything possible to elevate the standard of the saloon; by so doing better results can be accomplished to regulate and control them than can be done by driving the saloon into the dark and unfrequented corners of the streets of our city, behind locked doors, and compelling men who desire to refresh themselves with a glass of wine or beer to commit an act that is revolting to their manhood by using underhand and sneaking methods to accomplish their object.

The issuing of a saloon license is an important act, as this is the place and the time where the most careful consideration should be given as to the past history and character of the applicant and the location of his place of business. I contend that a saloon license should never be granted in a strictly residence neighborhood, or in the immediate vicinity of a school house, neither should they be granted where places would be used as a rendezvous for thieves and criminals, or where the rear part of the saloon is divided into rooms or stalls to be used as a resort and drinking place for women—with or without escort.

If the saloons were under the control of the mayor of my city, the following would be my policy to control them:

First.—The applicant for a saloon license would receive the

same consideration as the applicant for a license for any other business, and not made to feel that he was engaging in an illegitimate business, but that his business was lawful, and if conducted honestly, he was entitled to the respect and protection of the authorities.

Second.—If after granting a saloon license the applicant proved unworthy and operated a disreputable place—resort of the criminal classes—I would not fine him, but would revoke his license and close up his place of business. I would also revoke the license of a saloon that sold to minors or habitual drunkards.

Third.—I would confine all traffic in liquor to the business districts of the city, and would allow the saloons and social clubs the same rights and privileges, provided both paid their tax.

Fourth.—I would grant no license to a saloon that had the rear part divided into small rooms or stalls, to be used as a drinking place for women. There is no crime in a woman drinking a glass of beer, but in furnishing her the place to gratify her desire, I would have everything removed tending to give the impression that the place could be used for any unlawful purpose.

ADDRESS BY HON. F. B. FARNSWORTH, MAYOR OF NEW HAVEN,  
CONN.

Mr. President and Gentlemen:—I had not the slightest idea of appearing in this convention until Thursday night, and then I was so busy that not until Saturday afternoon did I read at all on the subject, and then I had my young man go out and get some figures for me. There is no department; this liquor business is not a department of the city; the legislation is all state-wise, and the control is in the hands of the county officials, and the licenses are issued by the county boards, and all New Haven has to do is to enforce the laws governing the traffic of liquor. Although I have no fine theories to spin, yet I am interested in the question of the liquor traffic. There are some very good and intelligent citizens who are willing to have the liquor traffic carried on under proper restrictions. This question of control—I do not know as it varies much from the question of control of a great many things that have to be acted upon. This is a free country, and we are all at liberty to do as we please so long as we do not interfere with the rights of others to do as they please. I believe in having proper laws and in enforcing them, and thoroughly disbelieve in the laws on our statute books that are not enforced. I wish the legislature would sit and undo some of the laws that are dead letters; I think such a session would be a greater gain than if the session were to start to work making new laws. The law of the state of Connecticut makes the license \$450 for a full license, \$200 for a beer license, \$50 for a druggist license, and \$12 for a pharmacist. The hours for the sale of liquors are from 5 A. M. to 12 P. M., with a penalty of \$10, and not more than \$200 for the first conviction, and a second conviction with a fine the same as before or imprisonment or both. I am very sorry to say there are too few cases where the bonds are recalled, because if a saloon keeper is convicted he goes out of business, and his bartender owns it, generally, so it is a sort of whipping the devil round the stump. I don't like it. A week ago Sunday a member of the board of aldermen was arrested for violating the Sunday law, and Tuesday morning he appeared in the police court and paid his bill, amounting to \$85; so you see the law in New Haven is greater than the aldermen. The city of New Haven realized from liquor licenses last year about \$170,000, which is paid over to us by the county. We believe, I think, pretty generally in the license law. We are hampered in the control of the saloons by these very intemperate temperance people; they petition the mayor every year for a vote on the question of license or no license. This last year they made a very great effort, and said they were confident they would carry the town for no license. They polled, I think, about one-fifth for no licenses, so that we who want the liquor traffic controlled by a license law are not worried that we are going to lose that \$170,000 from our finances.

Now all of you who read the papers, and I know you all do, must have read the advertising New Haven received last year, which was started by some journal devoted to prohibition. Attacks were made on Yale College, but in that connection I will say that if your boys come to Yale College they will be perfectly safe. The same conditions exist there as everywhere, and a boy who would go to the devil at Yale and New Haven would go there by any other course and a great deal quicker; the saloon traffic is as well taken care of there as in any city in the country. I have seen attempts at prohibition in other cities—neighbors of ours—and I am absolutely convinced that prohibition never did prohibit and cannot. I don't believe you can legislate a man good, and you run a great risk in legislating them bad. I know where the liquor traffic has been legislated against, and immediately social clubs were started, and boys who would not have been seen going into saloons were very glad to carry keys to those rooms and would go in there to take a drink.

I feel that I am open to censure in coming out on this platform before so representative a body to speak on a subject of which I know so little, but I was selected to come here—I won't say without consultation—for I was spoken to about it—but if I could only be down on the floor and listen to others express themselves I would very much more enjoy it. I am here to learn, and so far I have devoted my attention to very different subjects; however, I thank you for your attention.

ALD. S. A. ADAMS, OF MINNEAPOLIS.

Mr. Chairman and Gentlemen:—I know I am no substitute for Mayor Pratt, and I simply approach the stage to say we regret that the mayor could not be present, because he is well versed in regard to the problem now under discussion. Last Friday night our council, impressed with the importance of this meeting, elected three delegates to attend it, and were obliged to take those who could come, rather than those who would be of use to the convention.

Now, one word in regard to our saloon system, and only one word. We have what is termed the "patrol system," a system where the regulation for the sale of liquors is restrained to a single territory. Seven-eighths of our city to-day is prohibition and one-eighth of it is given to the sale of and traffic of liquors, and this is under the police regulation. The law for closing is twelve o'clock, but those in a saloon at that time may remain there until their business is transacted—they may remain there for one hour—but they are expected to leave at one o'clock, and at one o'clock our saloons are hermetically sealed. The fee for a license is \$1,000, and there is a sort of harmonious condition existing between the better element of the liquor dealers, so that those who enjoy the license of the city unite with the city authorities in carrying out the regulations of our ordinances and good order. The results are that no blind tigers are permitted to exist; the saloon element is as energetic in their suppression as the police authority. Regretting that Mr. Pratt was not here to address you, and knowing you will take the will for the deed, we say we are in hearty co-operation with the principles and mission of the League and I thank you for your attention.

#### DISCUSSION.

Councilman T. A. Hammond, Jr., Atlanta, Ga.:—I have had a great deal of pleasure in listening to this discussion, and as a member of the council of Atlanta I would like to let the gentlemen know that the gentleman from Grand Rapids does something as we do it ourselves. Up to 1887 the traffic of liquor in Atlanta was a serious problem; the bars there stayed open until 12 o'clock; but that year a great revolution took place, the whole city was excited beyond anything we ever heard before or since with an election of prohibition; women thronged the streets, and men, too, and prayed for us, and at last the stores were closed, but then, instead of a man having one drink it became so that each man had a bottle—furnished himself with a bottle—and we had more drunkards than we had before. The next year we had another election and



had restoration, and in a way that has been so controlled that we think we have now what the gentleman has described as the model system, and the result is that the saloon people get together, and they have made a sort of compromise, and said, "If you will protect us, we will protect your sons; we will close at ten o'clock and will allow no minor to enter, or any females to enter." On election day they are closed, and no one can enter on that day. They close now at 10 o'clock. They are themselves happier; they are not overworked; they don't have people drunk; all they want to do is to accommodate people; they have joined hand in hand with us, and there is no friction between us and them. We charge them a thousand dollars for a license for retailing whisky and beer, and within a certain radius no beer is to be sold alone, but outside of that certain radius we have a beer license, and charge \$250 for that. The brewery pays \$50 license, because it pays the ad valorem tax besides. I believe the revenue to the city is between \$85,000 and \$87,000 a year. A man to get a license there must first publish his intention for ten days or two weeks in some newspaper there, and then he must have his next door neighbor sign his application, the landlord or his agent, and then he gives a bond for \$1,000 with good sureties, conditioned upon a forfeiture of his license and being forever barred from doing business in the town again if he does violate it.

We have the 10 o'clock closing law. To some who come to our city it does seem a little strange, when he has had the privilege day and night, but, after all, we think it is a wise law. We have our club of social entertainment, as our friend from Grand Rapids says, and if he should come to our city he will find some one there to welcome him, to give him the warm handshake and other things. We have what we claim to be gates and hinges, but we have no latches anywhere, and we would like to have you all come and see us, and we believe you will find so far as the liquor traffic is concerned the most harmonious feeling you ever saw.

Mayor J. Adger Smyth, Charleston, S. C.:—I occupy a most singular position. We have no saloons in Charleston, S. C. Some years ago the farmer element instituted in our state the dispensary law—the state is the only legalized dealer in liquor. No individual citizen has the privilege; the state is the only dealer, and the result is that there are no saloons, and at the adoption of the constitution of the state, there was an express provision that thereafter there were to be no saloons in the state of South Carolina. They are there, all the same, but they call them "Blind Tigers," and you have to get what you want in a quiet way. There are some conditions in that dispensary law, and they are these: In the first place, they are opened at sunrise and are closed at sunset. You can't buy a glass of liquor; you can only buy it by the bottle, and a half-pint bottle is the smallest that is sold. You cannot drink it upon the premises. There is also a law limiting the number of half-pints that a man can buy, but then, of course, we all understand how you can buy as many as you want. There is no income from the dispensary law, and yet we are forced to enforce the law. You can understand what difficulties are constantly arising, for as the New Haven gentleman has said, you can't legislate a man good, and while the state has this law, the city is made the cat-spaw, and we with our police have to go around the city spying out those who are selling liquor contrary to this law. The result is that we are having trouble all the time, and we are satisfied that there is more drunkenness and more liquor sold to-day than there was in the old days. You can understand that, for if a man has to buy a half-pint or a pint, and he gets a friend to go with him, that friend must also buy a half-pint or a pint, and between them, instead of a half-pint being drunk, they drink a pint or perhaps a quart.

Mayor G. Swenson, Moline, Ill.:—One of the gentlemen speaking yesterday said we were liable to learn something from our different mother countries on different subjects. I do not intend to make a speech on the liquor question, but I will try in a few words to explain to you what I consider the best regulations for the liquor traffic in the world. I think some of you

have read of it—the famous system, liquor system, of Guttenberg, Sweden. We have saloons there, but they are managed and owned by the city; the city draws the income. It seems the general desire in all municipalities that they should own the telephone and street car lines, but why not own the saloons? In the city of Guttenberg about 30 years ago they adopted this system, and it has worked well ever since. They hire a purchasing agent, who has a salary, and they have detectives who carry instruments with them to test the liquors in every saloon in the city; if they find a bottle or a keg of liquor that is adulterated it is confiscated. Each manager of a saloon is working on a salary; every bottle has a scale on its side, and if one wants to go in and get a drink he pays for just what he wants. The location of these saloons is selected by the city. It is a city of 130,000 inhabitants, and they had an income of 806 crowns from the liquor traffic. They have a law that the saloons shall be closed at 11 o'clock, and within fifteen minutes of that time they get a notice, and if it is to be opened at 6 o'clock they have to be opened at that time, and no earlier. It has worked for thirty years. I do not think it can be adopted here, but I think it is a question that one should think of, because it is the best regulated system in the world. To the city there are but sixteen saloons.

Prof. Parsons:—The problem seems to be to-day, how to deal with the evils of the liquor traffic without interfering with the private liberty of the individual to drink whatever a man finds good for himself. Individual judgment and liberty to exercise it together with the absence of gambling and prostitution is something on which I have some five suggestions to make. First, the education of children along the line of temperance; and, second, industrial reform that will enable every man who is willing to work to make enough to have a fair living and a comfortable home to support his family in comfort. The root of this question is poverty and industrial despair; you take away that root and you will do away with one of the great causes of intemperance. Third, local option, so that every city that wishes to be temperate and that every city that wishes to have a saloon can have them without violating the law. Fourth, the Guttenberg system which has just been explained to you, except this matter—that the Guttenberg system cuts out the root of profit in the liquor business. For the fifth, I would suggest this improvement upon the Guttenberg system: That the agents who sell the liquor shall sell in prices where there is no gambling and no prostitution connected; that everything be perfectly clean and wholesome; that the agents have no interest in the saloons, and along with this, that the agents shall have on sale temperance drinks of all kinds at reasonable prices, upon which drinks he shall make a profit, so that the whole force of private profit shall go to push young manhood towards temperance.

#### BOARDS, SINGLE-HEADED COMMISSIONS OR COUNCIL COMMITTEES.

Address by Mayor F. V. Evans, of Birmingham, Ala., before the Convention of the League of American Municipalities.

Mr. President and Gentlemen of the Convention:—The subject under discussion seems to resolve itself into a simple question as to whether or not a municipality should be under popular control. I am of the opinion that that civil liberty and self-government guaranteed to the American people by the organic law of the nation can nowhere be more highly enjoyed or more safely exercised than in the management by the people of their own local affairs, and that a delegation of authority or a shifting of responsibility by an elective body to boards or single-headed commissions is contrary to the very spirit and purpose of municipal charters.

My views are based upon the presumption that the people of a municipal corporation seldom make any mistake in choosing their agents for the conduct of their city affairs; at any rate, they

are more competent to judge of their own wants than can be a centralized appointing power.

I have no patience with the often expressed idea that the people are not capable of self-government. History denies it; political philosophy gainsays it; common sense contradicts it.

Government and people must work abreast like the horses of the Grecian chariot, public opinion being the charioteer. Liberty requires the union of the whole. Napoleon's famous dictum—"Everything for the people, nothing by the people"—is repugnant to the American mind and heart. You cannot prepare for liberty by centralized despotism any more than you can prepare for light by darkness and destroying the means of light or vision.

As an instance of board management of local affairs I cite you to the fact that at the last annual meeting of this League, Mayor Quincy, of the great city of Boston, stated the fact that the police department of Boston was entirely controlled by a commission appointed by the governor of Massachusetts with no concurrence on the part of the elected authority of the municipality; that he, as mayor, nor his associate councilmen or aldermen, had no control whatever over them; that the police commission itself thus constituted by the laws of the state and appointed by the governor, who is himself elected by the people of every city, town and hamlet of Massachusetts, thus control the police department of Boston, designating the number of men employed on the force, fixing the salaries and making draft upon the city treasury of Boston for all funds needed for the maintenance of this branch of public service; that their power to draw upon the treasury was unlimited, and that the people of Boston must pay for an institution over which they have no more control than do the people of any other city, town or hamlet in that state.

Boston is not the only American city thus deprived of the right of local self-government; many others are now in like condition, the young city which I have the honor of representing being among the number. I greatly fear there is much danger in this latter day departure from the old rule of local self-government and that it is rapidly leading to a centralization of power not contemplated by the framers of the organic laws of the several states nor consistent with the ideas of free government.

I know the argument is often presented that popular political control of the several departments of public service is apt to make less efficient such service, and that local self-government in its broadest sense may impede measures of general character. If this rule be general in its application it were better that municipal home government be abolished and the management of all our cities be placed in the hands or under the control of the state government—thus centralizing power.

I do not favor entire separation of state and city government, for I am fully aware of the fact that the municipality is the creature of the state, but the object of such creation is to afford self-government and home rule to the people of these communities. Wisdom, patience, political forbearance and manly independence can alone decide the proper degree of union and the necessary balance.

State legislatures ought to exercise the greatest caution in granting powers to municipalities, but should allow no interference with carefully granted charter. Bills of rights to communities of citizens should mean something and no right to delegate authority should ever be given; the people should rule. There is force in the old and universal adage that "what is everybody's business is nobody's business." Charters should say what they mean and mean what they say. Public roads were considered by the Romans so important that the road laws found a place on the twelve tables.

One of the dangers to municipal government lies in the fact that the importance of the institutional charter is sometimes forgotten, that their limitations are sometimes considered as fetters, and thus some people come to forget that part of self-government which relates to being governed and remember only that part which consists in their governing. There is

danger here, but everything in this world has its danger. If the idea suggested prevailed popular absolutism sometimes begins and one party rules supreme over the other. It is characteristic of absolutism that it believes man can be happily ruled by formulas and systems alone, while the scholar of liberty knows that important as systems and institutions, principles and bills of rights are, they still demand rational and moral being, for which they are intended, like the revelation itself, which is for conscious man alone. In this lies the fearful responsibilities of demagogues. "Take power; bear down limitation," is their call on the people, as it was the call of the courtiers on Louis XIV. Their advice resembles in politics that which is given on the tomb of Sardanapalus, regarding bodily intemperance: "Eat, drink and lust, the rest is nothing."

Popular suffrage is or should be power sweeping, real power, so vast that even its semblance would bear down everything before it and no board, or single-headed commissions, should administer the affairs of a city unless they be elected for that purpose by the people, by whom they should be held strictly accountable for every official act or deed.

The idea of all government by the people directly implies power for good, while that of liberty under popular control implies check and protection. A popular government without power and inherent strength is like aught else without power, useless for action, yet action is the object of all government. The American people are competent to rule and control their own affairs—their nation, their states, their municipalities, their home firesides, without delegating authority to others.

Let us energetically cling to our institutional governments and actively avoid extremes. The question is always fair, whether other systems than direct popular government, either avoid whatever the dangers thereof may be, or do not substitute greater evils for it. We must in this as in everything else, while honestly endeavoring to remedy or prevent evil, have an eye to the whole and see which yields the fairest results. Nothing is more dangerous in the discussion of a question like this than to take single brilliant facts as representatives of systems, plans or schemes. They prove general soundness as little as brilliant deeds necessarily prove their morality.

What the taxpayer, citizen, indweller and well-wisher of a city mostly desires for his comfort, happiness and safety is the right to wield his ballot for direct self-government under a strong organic law, for he must recognize that the office of a good constitution, besides that of pronouncing and guaranteeing his rights as a citizen and a property holder, is that as a fundamental law it so defines and limits the chief power that each morning in its own orb, without jostling the others, it prevents jarring and grants harmonious protection to all the minor powers that be.

## Important Notice.

### The Convention Addresses of

MAYOR R. J. SALTSMAN, of Erie, Pa.,  
MAYOR W. E. YOUNG, of Akron, O.,  
MAYOR J. R. JOHNSON, of Fargo, N. D.,  
MAYOR F. G. PIERCE, of Marshalltown, Ia.,  
MAYOR M. H. LEVAGOOD, of Elyria, O., and  
ALD. J. A. LAVERY, of Poughkeepsie, N. Y.,  
will be printed, in full, in the next issue of

## CITY GOVERNMENT.

Extra copies of the August and September issues of CITY GOVERNMENT should be ordered early, as the supply is limited. Price, 25 cents per copy.

**CITY GOVERNMENT PUBLISHING CO.,**

108 FULTON STREET, NEW YORK CITY.



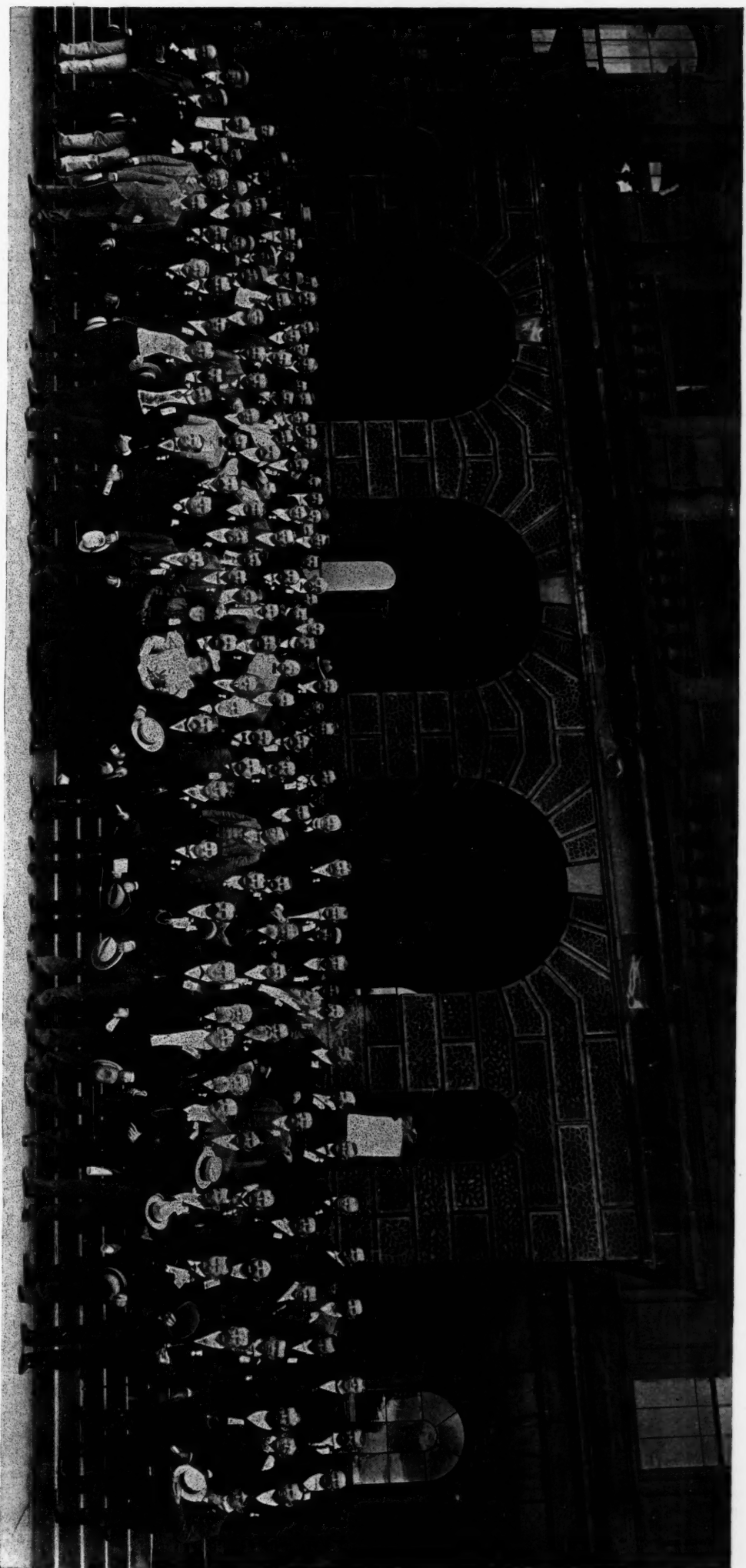


Photo by Hayes & Co., Detroit.  
**SOME OF THE DELEGATES TO THE CONVENTION OF THE LEAGUE OF AMERICAN MUNICIPALITIES.**

This picture was taken in front of the City Hall, on the last day of the convention, and it shows only about one-sixth of the delegates—the others were either too modest or in too much of a hurry for dinner to be photographed. Mayor Maybury, of Detroit, stands in the center of the front row, on the left of the ladies, and on his left is ex-President MacVicar. The two pairs of white duck trousers on the extreme right of the group belong to President Black and Treasurer Taylor, and the portly gentleman between them is, of course, a New York alderman—Henry Siefke. Trustee Smyth stands on the left of Treasurer Taylor, and Trustee Ashley is the fifth man from the extreme left in the last row.

## CONVENTION OF FIRE AND POLICE TELEGRAPH SUPERINTENDENTS.

The third annual convention of the National Association of Fire and Police Telegraph Superintendents and Municipal Electricians was held at Elmira, N. Y., August 9 and 10. The attendance was the largest in the history of the association, and the entire proceedings were unusually interesting and instructive. The sessions of the convention were held in the council chamber at the city hall, and were opened promptly at ten o'clock on Tuesday, August 9, President W. Y. Ellett presiding. The following programme was observed to the letter, and the business of the convention conducted in an energetic manner.

### TUESDAY FORENOON.

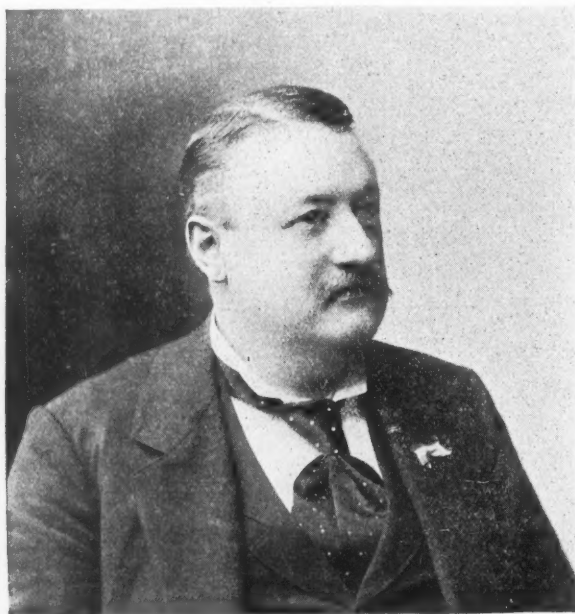
Convention called to order at 10 o'clock.

Prayer.—Rev. A. Cameron McKenzie, D. D., president Elmira College.

Song.—Elmira Quartette.

Address of Welcome.—A. J. Watson, mayor pro tem.

Response.—Clarence E. Stump, of City Government Publishing Co.



J. W. AYDON, PRESIDENT.

President's address.

Report of credential committee.

Report of treasurer.

Payment of dues.

### TUESDAY AFTERNOON.

Reading of papers:

Electrolysis and Best Means of Prevention.—Capt. Wm. Brophy, Boston, Mass.

The Central Office; Its Care, Maintenance, etc.—Morris W. Mead, Pittsburg, Pa.

Aerial Construction Fire and Police Telegraph Lines.—W. H. Thompson, Richmond, Va.

### WEDNESDAY FORENOON.

The Difficulties a Superintendent Has to Contend With.—F. P. Foster, Corning, N. Y.

A Great Advance in Fire Alarm Telegraph Protection.—John W. Aydon, Wilmington, Del.

Report of committee on exhibits.

Election of officers and selection of next place of meeting.

The principal business of the convention consisted in the reading of papers under the topics mentioned in the programme and the discussions were characteristic of practical men, and expressions of satisfaction were heard

on all sides. Undoubtedly those delegates who came for information did not go away disappointed, and that the association can accomplish much good was evidenced by the keen interest manifested in the "talks." It was a pleasure and a surprise to hear from Dr. W. F. Channing, of Los Angeles, Cal., who was the pioneer in fire alarm telegraphy, and his letter expressing regret at not being able to be present was answered by a congratulatory telegram from the association.

A change was made in the constitution, making the dues of associate members \$10 instead of \$25. The executive committee was empowered to revise the by-laws and print same for distribution. The reports of the treasurer and the financial secretary showed that the association was in a prosperous condition, and that its membership extended to all parts of this country and Canada.

The election of officers for the ensuing year resulted as follows: President, J. W. Aydon, Wilmington, Del.; vice-president, G. F. Macdonald, Ottawa, Canada; treasurer, Adam Bosch, Newark, N. J.; secretary, H. F. Blackwell, Jr., New York city; financial secretary, B. McAllister, Bradford, Pa.; executive committee, W. Y. Ellett, Elmira, N. Y.; Morris W. Mead, Pittsburg; W. H. Thompson, Richmond, Va.; William Brophy, Boston, and F. C. Mason, Brooklyn, N. Y.

Wilmington, Del., was selected as the next place of meeting, which will be held on the first Tuesday in September, 1899.

The following new members were elected:

Bundy, H. C., Supt. Fire Alarm Telegraph, Watertown, N. Y.

Borden, P. D., Inspector Wires, Fall River, Mass.

Beisel, P. J., Supt. Fire Alarm Telegraph, Erie, Pa.

Castle, John, Supt. Fire Alarm Telegraph, Holyoke, Mass.

Colssitt, P. R., City Electrician, Nova Scotia.

Crane, Wm., Supt. Fire Alarm Telegraph, Erie, Pa.

Harper, T. J., Supt. Fire Alarm Telegraph, Atlanta, Ga.

Knight, H. A., Supervisor Wires, Worcester, Mass.

Loomis, Elmer, City Electrician, Allegheny, Pa.

Marsten, Harry L., Inspector Wires, Brockton, Mass.

Macdonald, G. F., City Electrician, Ottawa, Can.

Morgan, J. L., City Electrician, Kansas City, Mo.

Mulcahy, J. J., Chief Fire Department and Inspector Wires, Yonkers, N. Y.

Miller, L. W., City Electrician, Rochester, N. Y.

Stern, H. L., City Electrician, Denver, Colo.

Welch, Thos. J., Supt. Police Telegraph, Buffalo, N. Y.

The following were elected associate members:

Eckert, A. P., of Safety Insulated Wire & Cable Co., New York city.

Eckert, W. S., of John A. Roebling's Sons Co., New York city.

Porter, Geo. F., of W. R. Bixey, New York city.

Mr. Clarence E. Stump, president of CITY GOVERNMENT PUBLISHING COMPANY; Mr. J. B. Taltaval, "Telegraph Age;" Mr. W. B. Green, "Brooklyn Eagle," and Mr. J. G. Kaelber, of Rochester, N. Y., were elected honorary members.

The social features of the convention were numerous and exceedingly enjoyable. Mayor Pro-tem Watson, Chief Campbell, of the fire department, and Chief Casada, of the police department, were untiring in their efforts to make all feel at home, while President Ellett eclipsed all previous records in his desire to add to the pleasure of his guests. The convention was graced by the presence of many ladies and a special programme of enjoyment was provided for them. Carriage rides, trolley parties, an X-ray exhibition by Dr. Ross and a visit to the Arnot Art Gallery were among the entertainments. The gentlemen were tendered a stag social session by the Elmira Lodge of Elks, which, in itself,



was an aggregation of wonders and revelations admirably presided over by Hon. S. S. Taylor.

A visit to the Elmira Reformatory, was full of interest and greatly appreciated by all, special facilities being furnished by Superintendent Brockway for an insight into the many departments of that great institution and for witnessing the superb military drill of the inmates, over fifteen hundred in number. A trip to Watkins' Glen and Seneca Lake occupied the entire day of Thursday, August 11, and its pleasures will long be remembered.

#### THE EXHIBITS.

The Gamewell Fire Alarm and Police Telegraph Company made a complete exhibit at Fire Headquarters of its auxiliary system and the use of the multiphase cable under the direction of Mr. A. L. Tinker, and a special committee was appointed to examine same and report on its method of operation.

The Okonite Company, with its usual enterprise, was on hand, its interests being well looked after by Mr. George T. Manson.

absolutely positive and a reliable protection for boxes. We will have more to say regarding this device later.

Mr. Paul Bossert, of Rochester, N. Y., one of the best known electrical manufacturers, had a display of telephone specialties which was much admired as well as the entertainment in "number three."

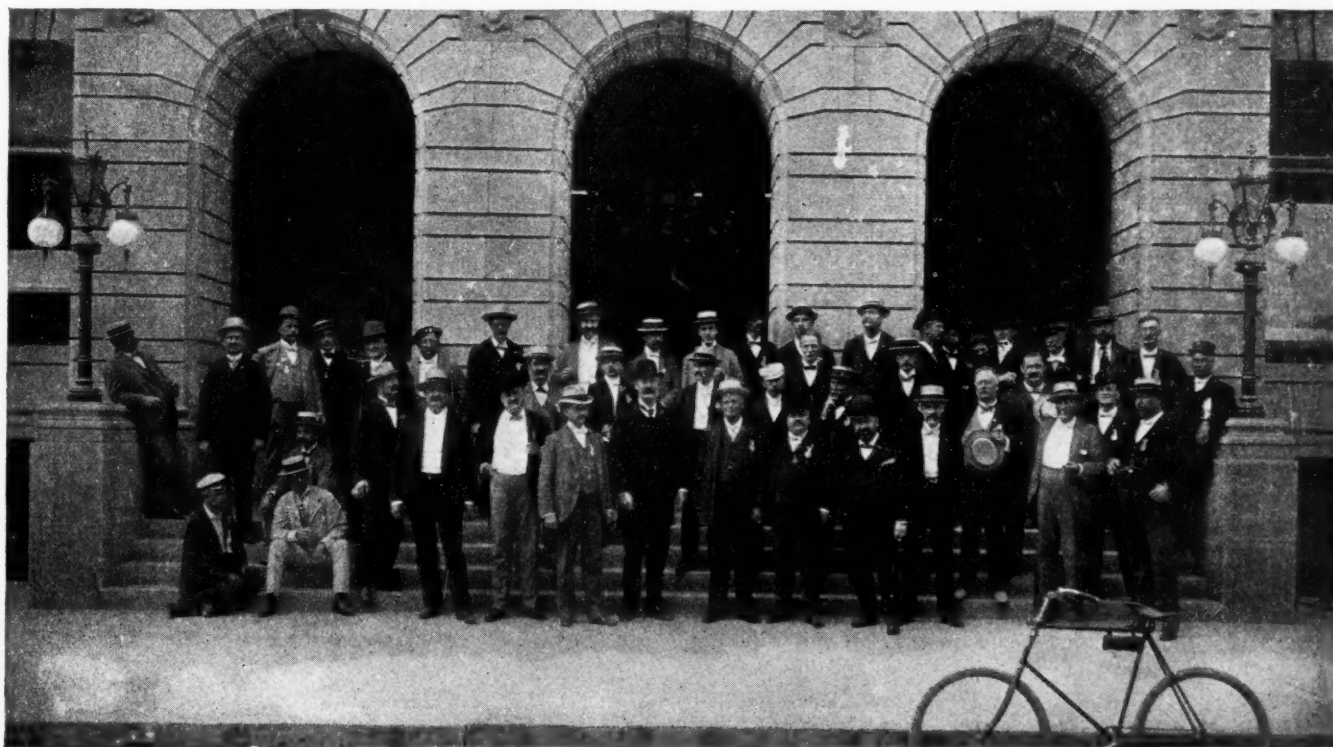
Mr. Frederick Pearce, of New York, whose name is familiar in nearly every department throughout the country, was present, and as usual was much sought after by those in search of technical information. Mr. Pearce is recognized as an expert in the manufacture of the finest and most delicate instruments used in fire alarm and police services.

The National Conduit Company, of New York, whose products are largely used by cities having underground wires, was represented by Mr. E. J. Fenlon.

Among those present were:

Aydon, J. W., Supt. Fire and Police Telegraph, Wilmington, Del.

Blackwell, Jr., H. F., Supt. Fire Alarm, New York city.



DELEGATES AT CONVENTION NATIONAL FIRE AND POLICE TELEGRAPH SUPERINTENDENTS AND MUNICIPAL ELECTRICIANS, ELMIRA, N. Y., AUGUST 9-10.

The Standard Underground Cable Company, of Pittsburgh, had a fine line of samples of wires and cables for fire and police work and was represented by Mr. G. L. Wiley.

The well-known "Kerite," the pioneer brand, it can be said, was represented by Mr. George F. Porter.

E. S. Knowles & Co., of Boston, so favorably known in many municipalities, had as its representative Mr. F. M. Ferrin.

The Safety Insulated Wire and Cable Company, of New York, was on hand in the person of Mr. A. P. Eckert, who made an excellent impression.

The John A. Roebling's Sons Company, realizing the importance of this convention, delegated Mr. W. S. Eckert to look after its interests.

The Rochester Electrical Manufacturing Company, of Rochester, N. Y., exhibited samples of the Miller cut-out made especially for fire alarm work. The cut-out is

Barnes, Wm. A., Supt. Fire Telegraph, Bridgeport, Conn.  
 Bundy, H. C., Supt. Fire Alarm Telegraph, Watertown, N. Y.  
 Brophy, Wm., Inspector Wires, Boston, Mass.  
 Bosch, Adam, Supt. Fire Alarm Telegraph, Newark, N. J.  
 Bossert, Paul, Electrical Manufacturer, Rochester, N. Y.  
 Crane, Wm., City Electrician, Erie, Pa.  
 Eckert, A. P., Safety Ins. Wire & Cable Co., New York city.  
 Eckert, W. S., Jno. A. Roebling's Sons Co., New York city.  
 Exall, Wm., Capt. Hook & Ladder Co. No. 1, Newark, N. J.  
 Ellett, W. Y., Supt. Fire and Police Telegraph, Elmira, N. Y.  
 Foster, Frank P., Supt. Fire Telegraph, Corning, N. Y.  
 Ferrin, Frank M., E. S. Knowles & Co., Boston, Mass.  
 Fenlon, E. J., National Conduit Co., New York city.  
 Green, Wm. B., Brooklyn *Daily Eagle*, Brooklyn, N. Y.  
 Garrett, C. C., Supt. Fire Alarm Telegraph, Ithaca, N. Y.  
 Harper, T. J., City Electrician, Atlanta, Ga.  
 Kaelber, J. G., Rochester Elect. Mfg. Co., Rochester, N. Y.  
 Lemon, Leona, Supt. Fire Telegraph, Baltimore, Md.  
 Mason, F. C., Supt. Police Telegraph, Brooklyn, N. Y.

McAllister, Burt, Supt. Fire Telegraph, Bradford, Pa.  
 Miller, Louis W., Supt. Police Telegraph, Rochester, N. Y.  
 Mead, M. W., Supt. Bureau of Electricity, Pittsburg, Pa.  
 Manson, Geo. T., Okonite Company, New York city.  
 Macdonald, Geo. F., Supt. Fire Alarm, Ottawa, Can.  
 MacKenzie, Rev. A. C., Elmira College, Elmira, N. Y.  
 Porter, Geo. F., "Kerite," New York city.  
 Pearce, Fred., Electrical Manufacturer, New York city.  
 Stump, Clarence E., CITY GOVERNMENT, New York city.  
 Taltavall, Jno. B., *The Telegraph Age*, New York city.  
 Thompson, W. H., Supt. Fire Telegraph, Richmond, Va.  
 Tinker, A. L., Gamewell Co., New York city.  
 Welch, Thos. J., Supt. Fire Telegraph, Buffalo, N. Y.  
 Wheeler, S. L., City Electrician, Springfield, Mass.  
 Wiley, G. L., Standard Underground Cable Co., N. Y.

### A GREAT ADVANCE IN FIRE ALARM TELEGRAPH PROTECTION.\*

BY J. W. AYDON, SUPT. FIRE TELEGRAPH, WILMINGTON, DEL.

I desire to present to the convention a brief description of the most important and recent advance in methods of fire alarm protection, which will make the outbreak of a fire and the sounding of the alarm through the municipal system practically simultaneous. Nothing further than this preliminary statement is necessary to command the attention of this convention, made up as it is of men whose experience teaches them that the smallest space of time lost between the discovery of a fire and the giving of an alarm may often result in serious loss of life and property and add immensely to the dangers and difficulties which fire departments have to contend with in the performance of their duty.

I refer particularly to a combination with the well-known auxiliary fire alarm system of a so-called "Multiphase" cable, which combination makes the auxiliary system automatic as well as manual.

The auxiliary system proper was an immense step forward in this vital matter of minimizing the time between the discovery of a fire and the giving of an alarm, and its record throughout the country for the past six years has been a most excellent one. During this time it has been in quite extensive use in many of the large cities of the United States, and in those places has been a considerable factor in reducing the fire losses, and has been a material aid to the fire departments.

In the city of Wilmington it has rendered exceptional service to property holders and to the department, and has been the means of preventing several serious fires by enabling the fire department to reach the scene of the fire some minutes sooner than would have been the case otherwise.

The auxiliary system, in effect, brought the nearest public fire alarm box into the interiors of buildings, and placed it at any desired number of points, by providing a series of small auxiliary boxes, from any one of which the street box could be instantly operated by the pulling down of a lever contained in each auxiliary box. But the system, being purely manual, was not effective when the protected premises were vacant; and it was to cover this point that the method of rendering the auxiliary system automatic, as well as manual, was perfected.

The great value of an automatic connection with municipal fire departments has been long recognized, and for many years received the hearty co-operation and encouragement of insurance underwriters and fire department officials; and under the fostering influence of these interests it has rendered, and is rendering, most valuable service.

The growth of the automatic system, however, has necessarily been confined to the larger cities, for the reason that it is necessary to maintain the system in connection with its own central office, through which alarms of fire have to be transmitted to the fire department. The expense of wiring and the cost of maintaining a central office equipment is so great that the business

cannot be made a commercial success, except in large cities where the volume of business is considerable.

For smaller cities, where the amount of property to be protected is not so large, but relatively equally valuable, the automatic system is not available; but the record of this system covering a period of many years has exclusively proven that a reliable automatic system, available wherever there is a fire department, would be of vast importance.

The successful operation of an automatic system in smaller places is now for the first time in the history of fire telegraph possible. It has never been a matter of electrical or mechanical difficulty to connect ordinary thermostats into an auxiliary system so that an excess of heat would automatically operate the street box, but the danger of unnecessary alarms has prohibited this.

The recent invention of the "Multiphase" cable, referred to above, has been adapted for use in connection with the auxiliary system, so that it becomes automatic, as well as manual, without the sacrifice of any of the peculiar features of safety from false alarms, which is the foundation of the willingness of fire departments to allow its use in connection with street boxes.

This "Multiphase" cable is of peculiar construction, as will be noted from the drawings which I have for your examination. Briefly, it consists of a copper conductor having a fusible metal covering, with insulated material over it, around which is wound a series of small copper wires, the whole being again protected by a slow-burning insulation. This cable is wired into the auxiliary system in the place of the ordinary wire heretofore used, and in connection therewith, is run a single wire composed of fusible wire only, and protected with a free-burning insulation.

An automatic-auxiliary equipment would, therefore, consist of the desired number of auxiliary boxes, distributed throughout a building at convenient locations, connected through the usual testing apparatus, with the nearest street fire alarm box. The interior wiring of the equipment would be of this "Multiphase" cable described, and the single fusible wire mentioned, the cable wire being run parallel to each other.

As fires do not start upon the ceilings of rooms (where the ordinary thermostats are placed), the automatic wires referred to would be run around base-boards, back of benches, through closets, under staircases, etc.—in fact, so as to cover every danger point where a fire would be likely to start. These danger points can be scientifically located for each class of risk, by a reference to insurance tables giving the accumulated experience of all the insurance companies for a period of years, as well as by individual judgment in each case.

It will therefore be seen that such an equipment would provide a number of auxiliary stations, which, when manually operated, would instantly get the street box in motion, thereby giving the alarm to the fire department; and would also provide for the covering of all danger points in the building by the automatic cable as indicated.

There is no necessity of describing the operation of the auxiliary system proper, i. e., when operated manually; so we will pass to the working of the "Multiphase" cable when it comes in contact with actual flame.

First, however, let me call the attention of the convention to the fact that it takes actual flame, or a temperature of 360 degrees without flame, to cause this wire to send in an alarm, and this, therefore, prevents false alarms from an overheating of a building, which might not necessarily be dangerous.

This failure to act until flame comes in contact with the wire, or until a temperature of 360 degrees is reached, does not imply that the wire will not give the alarm for an actual fire as quickly as a thermostatic equipment would do; on the contrary, it would doubtless, in most instances, give it quicker, for the reason that every fraction of an inch of the wiring of an auxiliary system would be an alarm-giving point, located where the fire would probably start, instead of being away up on the ceiling, perhaps many feet away from the fire.

The fact that this cable required flame, or a temperature of 360 degrees to operate it, insures it against any liability to false

\*Paper read at Municipal Electricians' Convention, Elmira, N. Y.



alarms, for conditions producing a temperature at which thermostats act unnecessarily, produce no effect upon it.

Returning now to the operation of the wiring of an auxiliary system equipped with the "Multiphase" cable, under the influence of flame, or 360 degrees of heat; the single fusible wire melts open, and the fusible metal covering of the inner wire in the cable, melts, and forcing its way through the insulation, makes a solid soldered connection with the series of copper wires described.

This action of the wire produces a condition in the auxiliary system, exactly the same as that brought about by the manual pulling of one of the auxiliary boxes, and the alarm through the street box is the immediate result.

This combined system, like the auxiliary system proper, is at all times under automatic test, so that any line or battery disarrangement will be instantly made known. This system combines all of the advantages of an automatic system with all those of the auxiliary system, without any of the disadvantages of the former. It is available wherever there is a street box, in large city, or small town.

To sum up briefly, the automatic-auxiliary system enables the instant and manual sending of an alarm of fire, and also provides that every fractional part of an inch of its wiring shall be an untiring watchman, ready at all times to instantly give the alarm when dread fire makes its appearance.

I think the convention will agree with me that making the fire send in its own alarm is a notable advance in the business to which we are devoting our lives.

### AERIAL CONSTRUCTION OF FIRE AND POLICE TELEGRAPH LINES.\*

BY WM. H. THOMPSON,

SUPERINTENDENT FIRE ALARM AND POLICE TELEGRAPH, RICHMOND, VA.

\*\*\* Of course the telegraph construction would largely depend upon the service we wish to provide for, and just here I will state that my ideal of a well organized fire and police department is one with a perfect water supply, good apparatus and men, and officered by men of cool judgment and tried bravery, each department of which is run on its merits, solely independent of outside influences, with all parties in its favor, and politics out of the question entirely. The importance of the electrical part of these departments cannot be overestimated; that is, where the telegraph and telephones are used.

I know of no better way of illustrating the importance of the fire and police telegraph than to compare it to the commercial telegraph of this age, which pins the whole world together and over which we may send a message and receive an answer from the other side of the world within the time occupied in writing this.

If it is true that "the press is the lever that moves the world," it is no less true that the press is almost entirely dependent upon the commercial telegraph for this power. It is also true of all railroads; in fact, in time of peace or in time of war the telegraph is invaluable.

The best system is none too good for the fire alarm and police telegraph service, and the construction must of necessity be the best, whether aerial or underground. In my opinion, under ground is the proper place for these important wires from which so much is expected. However, in cities where limited appropriations will not admit of underground work, and where the superintendents are compelled to maintain their systems over head among thousands of foreign wires, crossing and recrossing the city wires, I am of the opinion that if in their cities there is no regular employed city electrician, the superintendent of the fire alarm should, by virtue of his office, have charge, and it should be made his duty to see that no wire, pole or fixture is erected without his knowledge.

What difference does it make if Mr. Jones cannot talk to Mr. Smith over his telephone wire? But let Mr. Jones pull the lever

in the fire alarm or police telegraph box, and he fails to get the officers and apparatus until smoke and light or a messenger directs the firemen or police to the scene possibly too late to save valuable property and sometimes life, and the public would soon let you know the difference between the telephone, electric light or power wires, and those of the fire alarm and police telegraph.

There are so many details entering into the calculation of overhead construction that it is almost impossible to lay down any fixed rules for them. There is always present the danger of the fire alarm and police wires getting afoul of high tension wires, causing instruments and fuses to be burnt out at the very time they are most needed.

Another important point of overhead construction is to so construct the line that in case of fire the wires will be as little in the way of the firemen as possible, and also to give these brave men some knowledge of what some of these innocent little wires will do in case of contact with them.

The following extract from the ordinances of the city I represent will serve to show that the city council recognize the danger of overhead construction except when under the supervision of a competent inspector. In an ordinance granting permission to street railway companies we have the following clause:

"The said company shall have placed and kept in their power station an electro-mechanical gong, the same to be used for transmitting signals when it becomes necessary to have the current cut off of the wires of the said company during the progress of a fire, and the said company shall immediately upon receipt of said signal at any time, have the said current cut off, and to allow it to so remain until notified by the proper official of the fire alarm and police telegraph department, that the said current may be again turned on."

In an ordinance concerning the joint use of poles we have the following:

"The permission to erect poles is given on condition that the city shall have the right to run all wires needed for the fire alarm and police telegraph department. On poles erected, the choice position must always be given to the fire alarm and police telegraph wires. With each application for permission to erect poles must be sent a diagram showing location and size of said poles, in order that the superintendent may select such poles, etc., as he may need. It shall be the duty of the chief of police to have each pole in the city examined and have a report made to him once each year as to the condition of said poles, in each district. The chief of police shall upon receipt of such report forward same to the superintendent of fire alarm and police telegraph, who shall require the person or company owning any pole reported unsafe, and deemed by the superintendent to be unsafe, to remove or replace the same. The superintendent shall have the power and it shall be his duty to examine and inspect from time to time all wires and cables designated to carry an electric current, and should any be found unsafe or unsuitable, to require the person or persons owning them to have them repaired or removed at once. All wires shall be fastened to insulators approved by the superintendent of fire alarm, must be stretched tightly and fastened with tie of the same kind of wire. All wires over housetops must clear the roof by at least nine feet. No wire shall be within twenty-five feet of the pavement at the lowest point of sag between supports, except where required to reach a lamp or other connection and must then be protected by extra covering and rigidly fixed and out of the way. No wire shall be run within eighteen inches of a city wire. Any person or persons operating a system of telephone, telegraph or other electrical wires in the city of Richmond shall operate same so as not to endanger the wires or poles of the fire alarm and police telegraph; if said last mentioned wires be grounded or rendered inefficient by the insecurity of the fastenings or of any foreign wire crossing them, or in case of such interference resulting from unavoidable accident, and the person, company, etc., using the line does not, after notice, remove the difficulty and repair any damage that may have been done,

\* Paper read at Municipal Electricians' Convention, Elmira, N. Y.

such person or persons shall pay to the city a fine of not less than twenty or more than one hundred dollars."

Now that the electric light and power wires, although of a comparatively recent birth, are public necessities and opposition telephone companies are springing up all over the country, in most cases doubling the number of wires we have to contend with, and as the fire departments deal directly with these wires, I see nothing else to do than to advocate the underground system.

#### REPORT OF COMMITTEE ON EXHIBITS.

To the International Association of Fire and Police Telegraph Superintendents and Municipal Electricians:—The undersigned, a committee instructed to report on the exhibit of the auxiliary fire alarm and the new cable of the Montauk-Multiphase Cable Co., as adapted to the system of the Gamewell Fire Alarm Telegraph Co., beg leave to report as follows: We find properly located and connected up one fire alarm box, arranged so as to be operated from an auxiliary sub-station; also the proper arrangements and connections for automatically sending in an alarm of fire by means of the multiphase cable; a fusible wire being burned through or cross connected by contact with a slight blaze or fire such as a match might cause. On the application of a very slight fire from a match the multiphase cable was cross connected, thus throwing on an additional current of electricity, the composite wire was melted, thus opening properly another line, relieving a light current which has previously been in operation. By these simple means the main box was pulled, the alarm struck on a local gong attached to the circuit,

a warning bell rang to indicate that the line was in operation, and the instantaneous sounding of its alarm showed that all claims as to the merits of the purpose and operations of the apparatus had been fulfilled. It is simple in action and reliable as a fire alarm adjunct. The Montauk-multiphase cable is practically a substitute for a thermostat, and this cable being run in out-of-the-way places or in dangerous localities in buildings where fire is liable to occur, really makes a continuous thermostat, ready at all times for action in case of fire or dangerous heat at any point where the cable runs.

#### THE SIOUX CORLISS ENGINE.

The Sioux Corliss engine built by The Murray Iron Works Co., of Burlington, Iowa, is, in the words of the World's Fair award, "Admirably adapted to electric lighting purposes." The diploma mentions further these points: "Small clearance; high-speed governor; close regulation; excellent workmanship." All of which characteristics go to make a most desirable engine for municipal lighting stations, as the resultant economy of fuel and steadiness of lighting are the points most sought after. Combine these in an engine that will run for years without repairs and you have a perfect machine for furnishing light and power. It is no exaggeration to say that 75 per cent. of the municipal lighting stations in the middle west are using Sioux Corliss engines, and the number is being increased by weekly shipments from the Burlington shops.

The Murray Iron Works are well known also as manufacturers of tubular boilers of the best class, and they make a specialty of equipping power plants complete with engines, boilers, heaters, pumps, piping, etc.

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## VOTING BY MACHINES.

In an interview at the Detroit convention, George Wilson, of the United States Voting Machine Co., said:

For over fifty years mechanical voting has been the study of inventors. The subject presents many knotty questions, which have required a very large expenditure of money, time and brains. When you consider that every American citizen treasures his right of franchise most highly, they should be afforded every opportunity to exercise this right under conditions which render fraud impossible. When you take into consideration the number of printed ballots which are thrown out as defective from various causes by the different boards which canvass them, it must occur to you that in many cases the voter had little to say, for his intent was passed upon by the boards. No doubt the canvass, as a rule, is fair. But, what can you expect when you give a voter a ballot to mark his choice, with no means of checking his overmarking it? Experience shows that he does overmark, and such vote is lost. A clever inspector could do this on a ballot voted correctly, if he should be so inclined. And that vote would also be lost.

Suppose some man should present a voting machine to you for inspection, and you should find in the governor's column that you could vote for two candidates for governor, where you are only entitled to vote for one. You would immediately say, "Why, that machine is no good," and you would be right. There is always a less chance of mistake by the voter where he only has to vote for one candidate, but when he comes to voting for candidates nominated in groups—as, for example, we have a group of 35—and is to vote for any five on the ballot; if he marks six, that ballot is thrown out. Again, suppose that in

a group a man should be nominated by the republican party and endorsed by two other parties, his name would appear on the ballot in some states three times, and I think if it was on a presidential electors ticket, his name would appear three times in every state in the Union. And there are many ambitious voters who would make a cross after his name as many times as it appeared, and thus such voter would lose his vote. What would you say about a machine which was so badly constructed as to allow a voter to do exactly the thing just mentioned, with regard to the printed ballot? Why, you would say it was no good, and again you would be right. A voting machine must do everything that you have to do under your election laws on a printed ballot, and must be so made that no voter can vote twice for the same man, no matter how many times his name shall be placed on the machine, in single or group columns.

Everybody will admit that a mechanical Australian ballot which would allow the voter to express his choice of candidates in any way he desired and to know that his vote would be counted as he cast it in the total, would be an ideal way to vote. If a perfect voting machine was in use, and some so-called bright mind should try to foster a printed ballot on the public, I am inclined to think the public would do with him what Hobson did with the Merrimac. However, I think it would be well to keep in your minds that nearly every inventor thinks he is the only one who has produced the pure Sarsaparilla. Be sure when you examine a voting machine that its construction is mechanical, and that it has stood the test of the most critical examination by mechanical experts. Keep in your mind that a voting machine is only in use once or twice a year, know that its working parts are positive in their action, and made of metals which will not corrode or rust. The use of springs, grav-

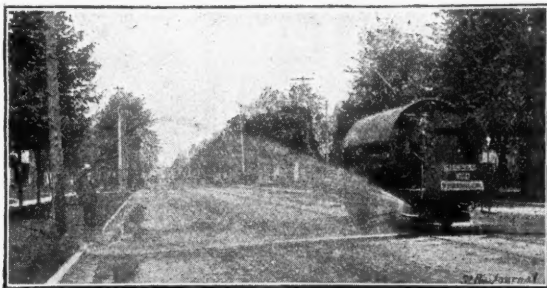
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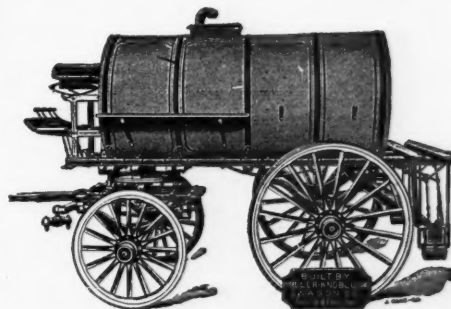
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ity or paper must be studiously avoided—they cannot be relied upon. Any voting machine worthy of consideration should be mechanically positive, and allow every voter to vote his choice in any way that can be done with a printed ballot and meet every question or combination of questions which may arise in any election. If it does not do this, it is only part of a machine, and no better than your present ballot. You cannot urge too strongly a perfect mechanical Australian ballot, for it is the only way that every man's vote will be recorded as he casts it, and this is what every American citizen is entitled to. You need not hesitate to urge upon your constituents a device that will save money for the taxpayer and please 99 per cent. of the voters.

Returns in a few minutes is what the people want. Their experience with recounts under the present system is far from satisfactory. There is no recounting with a voting machine. Keep in mind, also, after the polls are closed and the vote is taken off, the machine is locked and sealed, and thrown open to the public, so they can examine the count and be convinced that it was correctly rendered by the inspectors.

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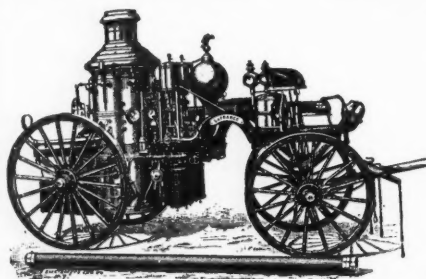
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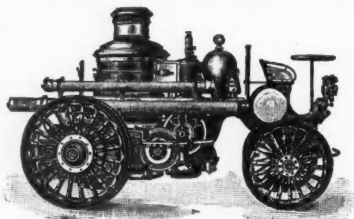


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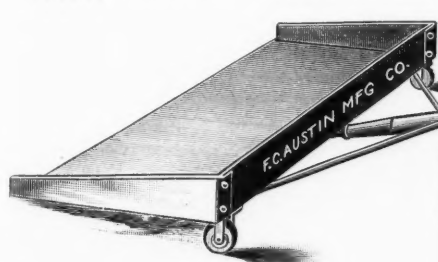
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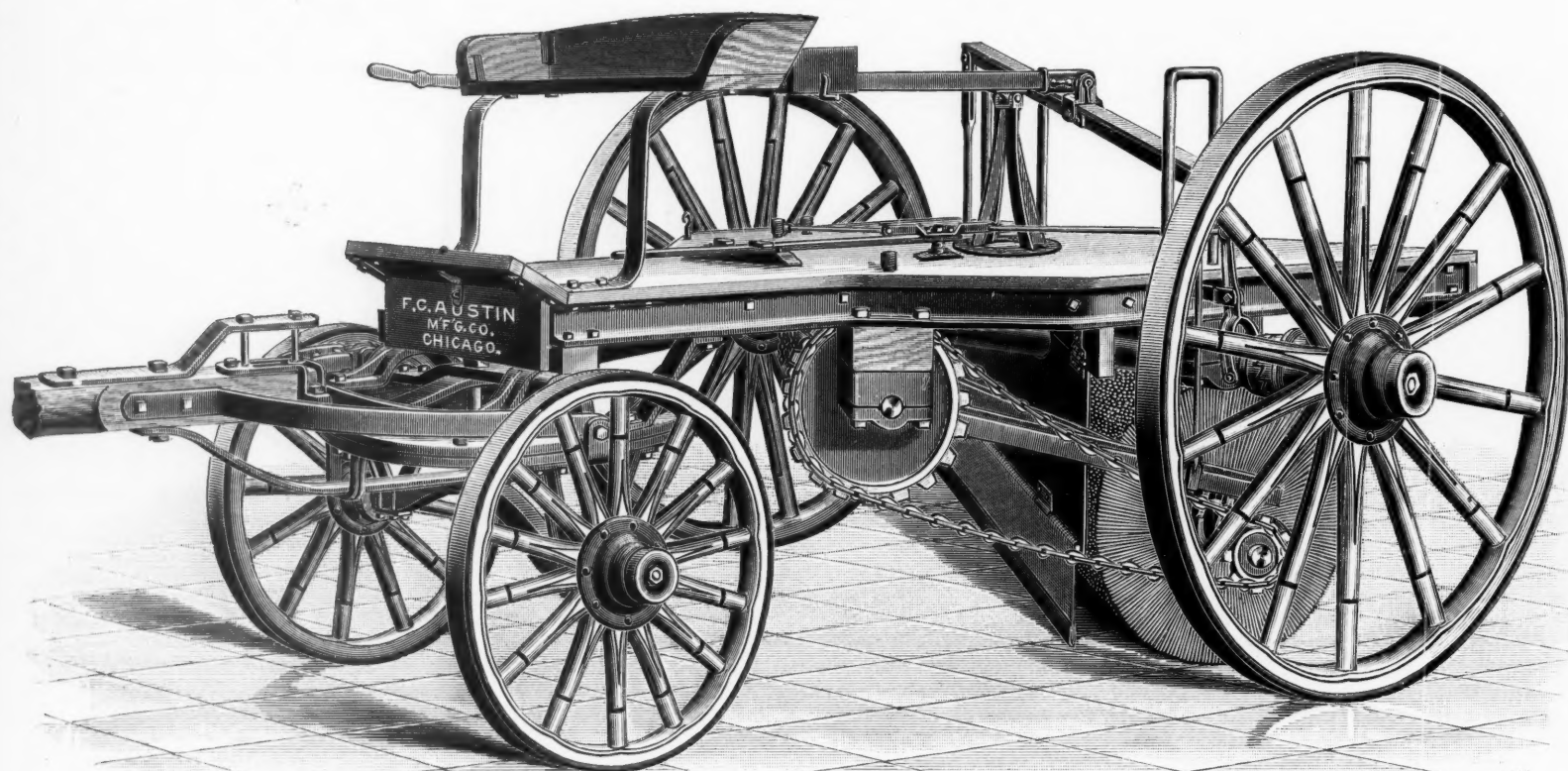
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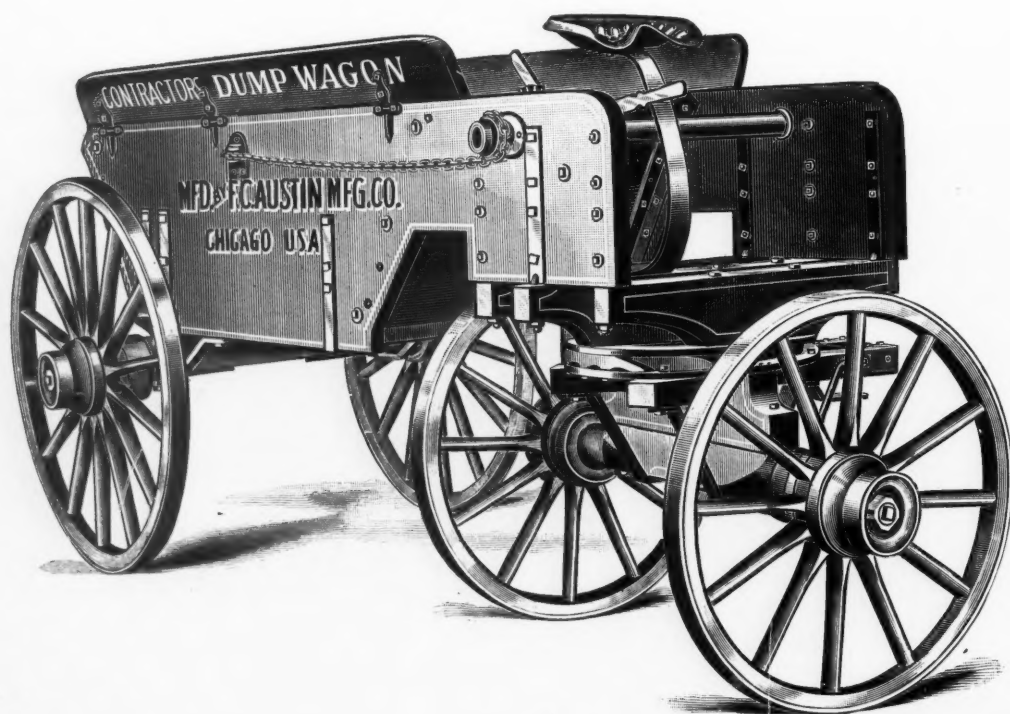
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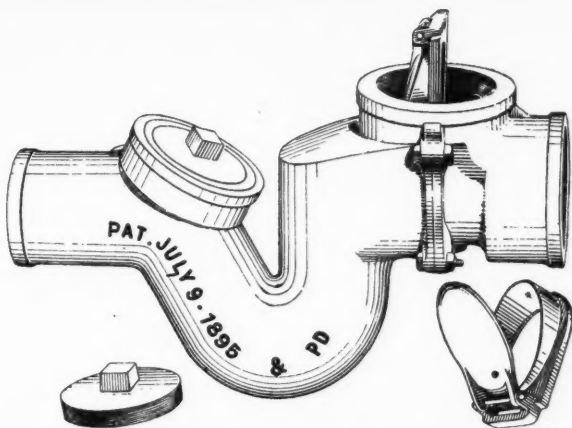
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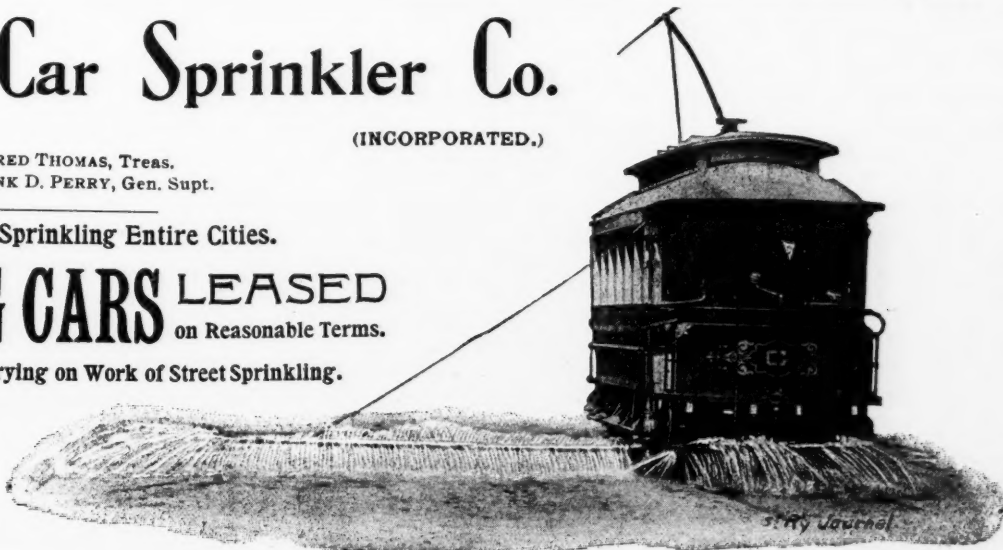
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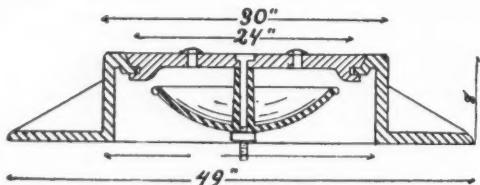
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The draught of the furnaces being always "inward," or towards the fuel, no gases or vapors can possibly escape, and the "white heat" combustion chamber in the stack insures complete incineration of every particle that enters the furnaces. The ashes from the ash-pit and the smoke from the stack are absolutely harmless. No disease germs, offensive odors, or organic matter of any kind ever escape from the furnaces or stack, and the cremation of night-soil, dead animals, slop, swill, condemned meats, fruits and fish, together with combustible waste and garbage, is absolutely complete and effectual.

### First—CONSTRUCTION.

### Second—SIMPLICITY.

### Third—LABOR TO OPERATE.

### Fourth—CAPACITY.

### Fifth—FUEL.

### Sixth—INCINERATING QUALITIES.

**CONSTRUCTION**—The materials that enter into the construction of **THE DIXON GARBAGE CREMATORY** are as nearly imperishable as mortal man can devise, consisting of fire clay brick laid in fire clay mortar wherever reached by the heat, the whole enclosed by brick and iron in a neat and workmanlike manner, and to be covered by a neat building.

**SIMPLICITY**—No complicated devices or machinery are required to operate **THE DIXON CREMATORY**, and there is, consequently, no high-priced labor to be arranged for in its operation.

**LABOR TO OPERATE**—Labor expense to operate our Crematories is nominal, 150 ton capacity requiring only four men.

**CAPACITY**—Capacity of our Crematories built to suit requirements, from 5 to 500 tons per day.

**FUEL**—Fuel consumed is less than in any other incinerator in the world consuming the same material.

**INCINERATION**—The only Crematory that does incinerate wet swill and night-soil without odor. When we say that **THE DIXON GARBAGE CREMATORY** cremates to ashes, garbage, night-soil, dead animals, and other refuse of a City, without stench, we not only "say," but this we **GUARANTEE**.

### CITIES WHERE OUR CREMATORIES ARE IN SUCCESSFUL OPERATION AND UNDER CONSTRUCTION:

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Youngstown, O.  
Los Angeles, Cal.  
San Diego, Cal.  
Atlanta, Ga.

Charlotte, N. C.  
McKeesport, Pa.  
York, Pa.  
Wilmington, Del.  
Camden, N. J.  
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